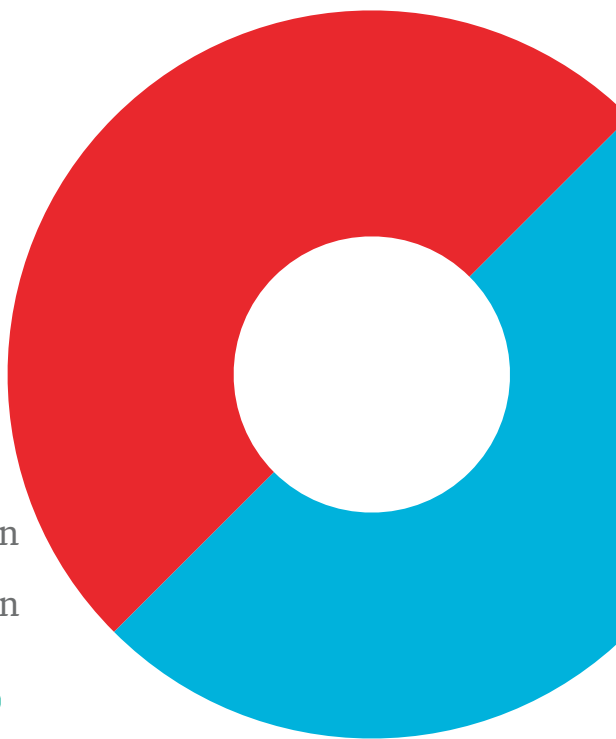


European
Forum *for*
Urban
Security



GOAL: Preventing Violence in Sport

A guidebook for cities

Large sports events, in football in particular, have become global and attract increasingly large audiences on site and through media and broadcasting. Their impact on public life is growing accordingly, above all in host cities, since they are on the front line when it comes to ensure safety and security in and around stadiums, for spectators and local inhabitants. The objective of this publication is to support cities in the prevention of sport-related violence through the promotion of a multisectoral and comprehensive approach. ➤



With the financial support from the Prevention of and Fight against Crime Programme of the European Union European Commission - Directorate-General Home Affairs. This publication reflects the views only of the author, and the European Commission cannot be held responsible for any use which may be made of the information contained therein

GOAL: Preventing Violence in Sport

A guidebook for cities

Acknowledgments

This project and the publication would not have been possible without the dedication of the representatives of the project partners and the cities. We would like to thank them for having brought this project to life. Special thanks go to the experts for their valuable contributions, to the hosts of the various meetings, study visits and the final conference as well as to all those who we had the pleasure to meet and hear during the project.

Project partners:

Marianne Koszulap, Thierry Deckx, Michael Mathot, Philippe Scheirlinckx, Gregory Vander Linden, Robert Van Heghe, Michel Pozniak (Charleroi, Belgium), Francesco Scidone, Stefano Anzalone, Oriano Pianezza, Isabella Vassallo, Sonia Stella (Genova, Italy), Marc Minet, Catherine Schlitz, Salomon Aktan, Barthélémy Maulidi, Dominique Bailly, Toni Filippozzi, Frederic Paulus (Liège, Belgium), Michelle Demessine, Roger Vicot, Mélanie David, Laetitia Carlier, Remi Dewez, Philippe D'Ayer, Emeline Brouard, Nathalie Lecomte-Bodelet (Lille, France), Christian Specht, Klaus Eberle, Gerhard Klotter, Kai Lehnert, Dirk Schuhmann, Anna-Magdalena Schubert, Manfred Beuchert, Carola Wacker, Anja Köhler, Matthias Steffan, Gerd Stimm, Katja Hofgreffe, Renato Gigliotti (City of Mannheim, Germany), Sven Kinnander, Susanne Nordling, Kennet Siverling, Jenny Johansson, Victor Kilen, Tommy Söderström, Elsa Kvist, Monika Rosenqvist (Solna, Sweden).

Experts:

Radim Bures (Czech Republic), Former President of the Standing Committee of the European Convention on Spectator Violence, and Manuel Comeron (Liège, Belgium), Coordinator of the Eurofan-Fan coaching association.

Other speakers/personalities met:

Georges Kellens (University of Liege and Fan coaching association, Belgium), Olivier Smeets (FC Standard association, Belgium), Medhi Bayat, Pierre-Yves Hendrickx (R.C.S.C., Belgium), Johan Quataert (National Police, Belgium), Julien Van Belle (Ministry of the Interior, Belgium), Guido Poppelier (Open Stadium National Foundation, Belgium), Christian Hannon (FC Standard, Belgium), Bart Coussement (Police of Courtrai, Belgium), Mustapha Rakem (Lille Body Club, France), Mohamed Atsamnia (LOSC association, France), Nicolas Penin, Oumaya Hidrineys (University of Lille, France), Patrice Dodin (Football district Flandres, France), Ali Helal (department of the North, Lille, France), Marcel Duhoo (OS Fives Football, France), Nicolas Hourcade (Ecole Centrale, Lyon, France), Antonio Garufi (National Police, Italy), Armando Nanel (Police, Italy), Roberto Mangiardi, Monica Bocchiardo (Local Police, Italy), Carlo Antonio Nicali (National Olympic Committee, Italy), Adraino Anselmi (Sport in Genoa, Italy), Stefano Pesci (AMT Genoa, Italy), Stefano Perria (National Police, Italy), Matteo Sanna (Genoa CFC and Sampdoria UC), Sergio Lagomarsino (4Anyjob, Italy), Riccardo Ascioti (Federclubs, Italy), Marco Barnieri (Genoa Club for Children, Italy), Marco Caroli (Sampdoria UC, Italy), Daniele Bruzzzone (Genoa CFC, Italy), Dolores Mayoralas, Loreto Ciotti (Latina, Italy), Martin Willig, Thomas Ballbach, Tatjana Muenster (Fan project Mannheim/Ludwigshafen, Germany), Matthias Binder (Die-Adler Mannheim Ice Hockey Club, Germany), Ana Isabel Criado (National Sport Council, Spain), Carles Domingo, Joaquim Forn, Joan Delort, Josep Lahosa (Barcelona, Spain), Joan Carles Molinero (Regional Metropolitan Police of Barcelona, Spain), Jaume Llorens (National Spanish Fan Association Aficiones Unidas, Spain), Sune Hellströmer, Anders Sigurdsson (Swedish Football Association, Sweden), Bernt Adetoft (Swedbank Arena, Sweden), Henrik Koch, Lars Pettersson, Susanne Haakala (AIK football, Sweden), Mats Norlin

(District Police Authority, Sweden), John de Quidt, Paulo Gomes, Pierre Masson (Standing Committee of the European Convention on Spectator Violence and Misbehaviours Council of Europe).

Foreword



The European Forum for Urban Security has been working for nearly twenty years on the theme of violence in sports and on how cities and local authorities can cope with, and prevent it. The GOAL project is our most recent work on this theme. Its objective was to support cities in the prevention of sport-related violence through the promotion of a multisectoral and comprehensive approach.

Furthermore, we believe, as do many local elected officials, that sport can and must contribute to social inclusion. It is a powerful means to disseminate civic values, educate young people, fight against racism, and foster a feeling of “belonging” among citizens who live in cities that host major events or popular clubs.

To contribute to the solid body of knowledge gathered by our members and our partners, namely international organisations, Efus launched the GOAL project. Exchanges were held during two and a half years between Efus and six European cities as well as two experts in violence in sports. The six partner cities represent the geographical, social, economic and cultural diversity of European cities. The project consisted of a series of work meetings as well as field visits in each of the partner cities, during which partners were shown the actions taken locally to prevent and fight against violence in sport, and met with local stakeholders in charge of implementing these initiatives.

The conclusions of the project were presented to some 60 participants from various European countries, as well as representatives of the Council of Europe during the final conference which was held on 21st May 2012 in Barcelona (Spain). Following this conference, Efus is now looking to create a permanent network of cities,

experts, researchers and representatives of the civil society that will voice at the European level the concerns and aspirations of cities and local authorities on this matter. Indeed, cities need the backing of national and European institutions in order to push for a common pan-European legislation encompassing all aspects of the prevention of violence in sports.

In the meantime, Efus and its partners will keep working to assist cities and other local authorities in ensuring that sport events are safe, friendly, inclusive and festive.

Elizabeth Johnston

Executive Director

Introduction



Spectator violence and the risks associated with it go as far back as the first large sports events, in particular football. According to some authors, the first manifestation of spectator violence took place at the end of the 19th century in the so-called Cappelow riots of April 8th 1899¹, in which 200 fans were reportedly involved, and which showed a pattern of violence similar to that of modern spectator violence.

The causes of violent behaviour at sport events have been studied by a number of sociologists, some of whom are mentioned in this publication. Throughout the 20th century, sport evolved to become an important phenomenon with growing numbers of spectators and supporters. The size of stadiums being built grew accordingly. The media popularised sport, which became an important part of life in society, and contributed to create a massive emotional response to sports events and their results.

By the late 1960s, violent behaviour had become more frequent, visible and deeply rooted in society. It could no longer be considered as a marginal and accidental phenomenon. The first studies on social and other causes of sport-related violence can be dated to that period², which is when the term “hooliganism” was coined. Hooliganism meant incidents had become both more likely and more dangerous.

As sport became a means to vent frustration and anger due to all sorts of social, national or local antagonisms, the risk of incidents at matches increased. Sport also became a somewhat acceptable means of expressing

1- Dominique Bodin, Luc Robène, Stéphane Héas: Sport and Violence in Europe, Council of Europe, 2005, p. 22

2- E.g. Lord Harrington report on soccer hooliganism in 1968 in England

personal frustration. All these reasons increased the risks posed by large sport events to public order. In 1997, the French sports magazine *L'Equipe* published an article stating that the total number of deaths caused by hooliganism at football matches all over the world had reached 1,300³. The February 2012 tragedy in Port Said in Egypt⁴ shows that major risks have not been eradicated.

The mere fact of having thousands of people gathered in a small, more or less enclosed area, combined with the highly emotional atmosphere of a sporting event present a significant safety risk, no matter what. Even a small technical failure or minor incident can cause mass hysteria, and thus a major threat to security and safety. The interrelation of the security and safety aspects of mass sport events is widely recognised. The French sociologist Dominique Bodin even speaks of disasters as another form of violence. According to him, there are four causes of disaster: organisational failures by the police or those in charge of security at the stadium, bad luck, a mercenary attitude among clubs' bosses, or dilapidated facilities⁵. Safety and security should thus be seen as two aspects of the same problem.

Since the mid-80s, organisers, municipalities, governments and European institutions have acted to reduce risks and reinforce preventive measures. The first major international initiative was taken in 1984 when the Committee of Ministers of the Council of Europe adopted the Recommendation n° (84) 8, on the reduction of spectator violence at sporting events and in particular at football matches. But a series of disasters (Heysel in 1985, Bedford in 1985, Hillsborough in 1989, and Bastia in 1992) compelled the international community to take further action.

3- Dominique Bodin: Ibid, p. 23

4- At least 74 people were killed in clashes between rival fans following a football match in the Egyptian city of Port Said, on 2nd February 2012 (source BBC News).

5- Ibid, p. 67

In 1985, the European Convention on Spectator violence and Misbehaviour at Sports Events and in particular at Football Matches was adopted by the Council of Europe, and became one of Europe's conventions with the highest number of ratifications. A Standing Committee was established in accordance with the Convention, representing all States Parties. The Standing Committee and Sport Department of the Council of Europe took a lead in examining the issue of sport-related violence, security and safety at sport events, and in proposing innovative approaches to prevent spectator violence. More than 30 recommendations have been prepared and published since the adoption of the Convention, a number of which are considered as benchmark public policies on sport-related violence. A number of those recommendations are presented in this publication.

As a network of 300 European cities and regional authorities dedicated to the exchange of practices and knowledge on crime prevention, Efus has long been involved in projects dealing with violence in sports. Member cities have worked on improving their strategies to maximise security at local, national, and international matches and tournaments, but also to promote the role of sports in the prevention of violence.

Efus started to work on this area in December 1995 with the colloquium "Supporters 2000" organised in Liege. Two years later, in December 1997, Barcelona, one of the founding members of Efus, organised an international seminar during which the regional authorities of Catalonia, the national police force, football clubs such as Barcelona FC and the French club Stade Olympique, presented their strategies for prevention. Following this, an international seminar was organised in Liege in October 1998, during which the cities of Barcelona, Dusseldorf, Liege, Liverpool, and Saint-Denis presented and discussed their respective strategies.

In 1999, in the wake of the FIFA 1998 World Cup in France, Efus organised a conference entitled "A stadium

in the city, the city in the stadium: from the World Cup 1998 to the Euro 2000”, in which French host cities presented their local preventive policies and visitor schemes, as well as initiatives targeted at their local population during the tournament. Belgian and Dutch host cities for the Euro 2000 also presented their plans, and shared their strategies with representatives of European institutions, universities and cities. A compendium of good practices in the prevention of violence in sport was published after this major conference.

In 2000, Efus was leader in the programme Euro 2000 cities against racism, co-financed by the European Commission, which aimed to encourage cities hosting the Euro 2000 championship to use this event to promote multicultural integration and anti-racism by forming partnerships with NGOs, ethnic minority groups and football clubs. Euro 2000 cities involved in this programme were Amsterdam, Eindhoven and Rotterdam from the Netherlands, and Brussels, Bruges, Charleroi, and Liege from Belgium. Other partners were the London Borough of Brent, the Secretariat for Prevention Policy of Belgium, LBR in the Netherlands, the Centre for Equal Opportunities of Belgium, and associations Let's Kick Racism Out of Football and SOS Racisme. The programme led to the publication of *Secucities Football: Euro 2000 cities against racism*.

Another initiative linked to the Euro 2000 championship in which Efus was involved took place in Brussels in March 2000. It was a two-day training session organised by the Prevention Secretariat of the Belgian Ministry of the Interior and targeted at Dutch and Belgian fan coaches, security personnel, and fan embassies.

Efus is also member of the Eurofan programme initiated by the Fan coaching association, which received financial support from the European Commission. It aims to ensure the exchange and dissemination of best European practices in the prevention of hooliganism, and to capitalise scientific research on this phenomenon. As

such, Efus participated in the landmark conference “Prevention of Violence in Football Stadiums In Europe”, held on 22nd and 23rd April 2002 in Liege. In his opening speech, Michel Marcus, the then Executive Director of Efus, summarised the irreplaceable role of municipalities in the prevention of sport violence: “European cities that host sport meetings must not question their competence to negotiate, lest they forego their legitimate claim on the social, economic and cultural privileges offered by great sport meetings,” he said. “Although mass events such as these imply security hazards, they also offer cities a potential for development, thanks to the cooperation with NGOs, the police, and community and cultural groups.”⁶

As violence in sport has a serious impact on the life and policies of European municipalities, the Congress of Local and Regional Authorities of Europe (CLRAE) of the Council of Europe, the largest representative body of European local authorities, also took position on the issue. The most prominent event co-organised by the CLRAE, together with the Sport Department of the Council of Europe and the National Association of Portuguese Municipalities (ANMP), was perhaps the Conference on the Role of Local and Regional Authorities in Preventing Violence at Sports Events, in particular Football Matches, held on 23rd and 24th June 2003 in Lisbon.

Elizabeth Johnston, the then Efus Deputy Director, was co-rapporteur at the conference, and contributed to the publication⁷ released after the conference with a chapter about the experience and good practices of municipalities in this field.

The final declaration of the Conference⁸ affirmed the major role played by local and regional authorities in

6- Manuel Comeron, Pierre Vanbellingen, eds., “Prevention of Violence in Football Stadiums in Europe”, EUROFAN, Liège, 2002

7- “The prevention of violence in sport”, Council of Europe, May 2003
8- http://www.coe.int/t/dg4/sport/resources/texts/Final_Declaration_Conf_2003_Congress_EN.pdf

preventing violence at sports events, whether as regulators or coordinators of safety or security measures, owners of sports facilities, employers of staff working at these facilities, actors in policies to promote amateur sport, or initiators of prevention-oriented social and educational measures.

This declaration highlights the multifaceted role of municipalities in relation to sport-related risks, and the need for an integrated approach, which is also the basic philosophy of the GOAL project. Indeed, the declaration calls for producing and disseminating a guide of good practices, at the local and regional level, on the prevention of spectator violence at sports events. The guide, it adds, should be regularly updated. The GOAL project may be considered as an answer to this call.

The risks, challenges and opportunities of large sport events for cities are well summarised in the Saragossa Manifesto, adopted in November 2006 by the cities that participated in the “Security, Democracy and Cities” conference organised by Efus in the eponymous Spanish city.

“Cities regularly host large sports, cultural or festive events that necessitate concentrations of means raising the question of safety management,” says the Manifesto. “These events are also revealing as to existing situations of insecurity. In addition to manifestations of hooliganism or violence, they generate concentrations of crime to be handled, such as human trafficking for sexual exploitation, drug trafficking, excessive consumption of alcohol, illegal employment or thefts.

However, the event also represents an opportunity to bring out positive social policies and a lever for catalysing energies to carry out social or pedagogical programmes, and can be a special vector for the diffusion of democratic values. The aim is to establish an equilibrium between the event’s necessary conviviality and the indispensable safety for the participants as well as for the inhabitants of the host city. Cities want the accumulated experience to be mutualised so that prevention arrangements accompany the organisation of events.

The better prepared they are with the participation of the city’s kinetic energy, by including the underprivileged populations in the form of jobs, training programmes and access to the activity, the more will safety be ensured for the whole community”.⁹

At the European Union level, work has been done on information exchange and coordination of football policing within the Police Cooperation Working Party. As a result, the network of National Football Information Points (NFIP) was established and the *Handbook with recommendations for international police cooperation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved* was adopted (see Chapter IV). We should also mention the high level conference “Towards an EU strategy against violence in sport” held in Brussels on 29th November 2007 with the participation of EU Commissioner Franco Frattini, UEFA president Michel Platini, and Efus, represented by its then Executive Director Michel Marcus. “Sport competitions are not just a game; they should be a celebration of social links and understanding among different cultures and traditions,” said the organisers of the conference. “Therefore it is important to ensure that they take place peacefully and in a secure and safe environment. It is only through stronger cooperation between the various communities that we will address the prevention of incidents. This requires a more structured dialogue between all the stakeholders, including national and local governments, law enforcement agencies, judicial authorities, sport organisations e.g. clubs, supporters’ associations etc.”

While the main features of sport-related violence and other anti-social behaviour have remained unchanged over the years, some of their manifestations have evolved due to a number of factors.

In the past, there was a general prejudice against all

9- Efus, Manifesto of Saragossa, November 2006

supporters who were all considered as potentially dangerous hooligans. Nowadays however, it is commonly acknowledged that there are differences among supporters groups. And there is a consensus on the fact that only a small minority commit violent offences, while the majority just want to watch the match peacefully. There is also widespread recognition of the differences existing between the situation in England and Scotland on the one hand, where there is no known “ultra” movement, and continental Europe on the other. Also, the differences between pre-planned organised fights (which often replace the match itself) and incidental disorder caused mainly by alcohol is more and more recognised, together with their implications for event organisers and the police. The emergence of self-policing among fans and supporters associations that hold a strong anti-violence ethos are the most recent developments.

Another trend which is interesting to follow is the fact that a growing number of incidents take place away from the stadium, in the streets, in remote public parks or at motorway service stations. This is due to the array of control measures taken by most European countries and cities: security checks at the entrance of stadiums, the fact that all spectators are seated, restrictions on alcohol, the strict separation of supporters of rival teams, easy identification of troublemakers thanks to CCTV and electronic ticket holder identification, as well as the work of police spotters.

Incidents have moved away from the stadium to central areas of the city, in particular nightlife areas, where partying goes on well before and after the match. Thus cities are nowadays more directly affected by large sports events. Transport routes - by coach or train - are particularly vulnerable. Theft, vandalism and aggressive behaviour at motorway petrol stations and rest areas, as incidents have shown in the Czech Republic and in Italy, require special attention.

There is also the specific problem of organised fights

between rival supporters groups that have no connection with any particular match. They attract a lot of media attention and thus affect the general public's perception of large sporting events.

With the improvements undertaken over the past decades in most major European stadiums - both in terms of infrastructure and management - and the stricter regulation of international and other major matches, incidents are also being displaced to lower football leagues, where there are fewer restrictions. The stadiums are not always state-of-the art, the technical means of control are not as efficient, and stewards and security services are more relaxed or sometimes not even available. Moreover, both local organisers and the local police are not always experienced enough to cope with well organised supporters groups, some of which may harbour violent intentions. The lack of experience may lead local authorities to overreact to some manifestations of supporters' “culture” that may not pose a threat to public order.

Also, the Europa League and the participation of smaller clubs in international cup matches may lead big European clubs to play at small local venues. A growing number of European cities may thus be involved in preparing major sporting events, and need to understand their social dynamics.

This book was compiled with the objective to help them in their effort to organise safe sport events.

I. Coordination and planning



► Role of the city in ensuring safety and security at sport events

The statutory role of the city in the organisation of major sports events is enshrined in national legislations and other relevant regulatory documents or national recommendations – at least to a certain extent. While certain countries like Germany have opted to give a series of recommendations, others have a rather detailed legislation.

Legal obligations of cities vary significantly among European countries and depend mainly on:

- The organisation of the police as well as the role of the city and the Mayor in the management of the police (e.g. a national police as in the Czech Republic, or municipal police as in Belgium);
- The ownership of the stadium (whether it belongs to a club or another private entity as in the UK or it is owned by the municipality as in Austria or Italy).

Also, the existing legislation does not address only the role of the city. Often, it also contemplates the role of the police, clubs and sports associations, the owners of the stadium (if they are neither the city nor the club), and the various services in charge of safety such as the fire brigade or medical services.

Next to the direct legal obligation of municipalities connected with organising sport events, other direct impacts on the city and its inhabitants should be taken into consideration. There is a much broader impact on citizens (subject to a series of restrictions) and other public services (such as transport, garbage collection and

street cleaning). This restrictive impact for some, and additional workload for others, can be counter-balanced by the fact that sports events generate business and entertainment opportunities, as well as infrastructure development. Also sports organisations pursue their own objectives when they organise large sports events which may or may not be in line with the interest of the municipality

Efficient coordination and planning are key to ensure that opportunities prevail over additional costs. Despite different legal backgrounds municipalities have the duty to preserve citizens' interests, to minimise risks and restrictions, and to maximise the gains derived from such events. Safety and security are paramount. However, safety and security are closely linked with proper functioning of municipality services, communication with citizens and the ability of the municipality to solve swiftly their problems and concerns. Careful planning and the coordination of all stakeholders are important tools to guarantee security and ensure a successful event.

Recommendations:

- The relevant city services should be aware of the legislation, since it may contain regulations that directly concern the city and its inhabitants, even when they contemplate the rights and duties of institutions that are not under the jurisdiction of the city.
- The city representatives should follow and attend national/regional conferences and training sessions on safety and security at sports events.
- Be aware that other agents involved in the preparation of a sports event represent their partial interest. The city should represent the general interests of all citizens, whether they are sport fans or not. In this respect, the city has to defend its own

interest against the partial interests of other players.

Building a partnership-based approach

Various city services are “natural” and obvious partners when preparing a large event: security services (police and other law enforcement bodies), fire brigade, health services (ambulances), as well as the organisers of the event.

The event will, however, have an impact on a number of other agents and factors: local inhabitants, the transport system, local businesses and various interest groups including fan clubs. Local entrepreneurs and shop owners may benefit from the event, but they may also suffer losses. For instance some premises may be closed before or after the event, and the sale of alcohol may be restricted. It is advisable to meet with those groups, allowing them to express their views and worries, in order to rally their support and ensure they collaborate with the authorities. There are other groups who are not directly affected by the event but whose involvement can prevent potential social disruptions. This is the case in particular with local youth, and fans groups. Ensuring they get involved in the event -for instance through a volunteering scheme- will help prevent potential hostility. Also, it can be part of a social inclusion strategy.

Potential conflicts can be avoided by involving those groups early on. It is important to consider how all these groups might be affected, and to involve them in the planning or at least inform them about the upcoming event. The objective of such a partnership approach is to foster support for the event, generate positive expectations and a willingness to participate. Involving various groups in the preparation of the event and developing a partnership approach does not necessarily require the setting up rigid organisational

structures. It can be done through informal meetings.

Recommendation:

Early identification of all groups that might be interested or affected and contacting them can avoid problems and opposition at a later stage. It may add significantly to the festive atmosphere of the event.

Who should be a member of the coordination team and who should take the lead?

It might be necessary to set up various types of coordination bodies. Some of them might be permanent and reactivated in all major events. This is the case of the security and rescues services. City services like transport and cleaning should be consulted regularly as well. The permanent coordination body mentioned above should involve city representatives, security forces including the police, the organisers of the event, fire and rescue services, the city technical services, prevention and youth services, and the stadium owners.

This permanent body should meet regularly and frequently before the event. It should also meet regularly, even though less frequently, when no major event is planned, for instance before and after the sports season. The other groups and bodies may be consulted during specific meetings, less frequently.

Regarding the leadership of the coordination body, there are differences depending on each national legislation. In some countries, the Mayor is responsible for security in the city, whereas in others, it is the national police. Some legislation specifies who is responsible, and who presides the coordination group, such as the Questore in Italy. In those countries where the national police have a leading role in security matters, the role of the city is more focused on supervision and organisation. In countries where the legislation is not as strict, and does not include clear rules on the security

at large sports events, the city is the best placed to assume leadership.

In any case, the city is usually the only representative of the interests of all inhabitants. All other agents pursue their own partial interests. Organisers want a smooth and profitable event, and the police is obviously focused on public order and security. Therefore, the city should take the lead in all other activities linked to the event. It should adopt a proactive approach of its supervisory role, setting its own objectives and agenda and requesting that all actors involved follow them. Its role goes well beyond participating in the meetings held by the organising body.

The debates and conclusions of the coordination, planning and information meetings should be properly documented, including the positions held by the various participants and actors. This type of report is particularly useful when there is an incident and a subsequent investigation. It is also useful to ensure that participants do not change their views or position. It is important to clearly state in a written document the division of duties and competences, in particular in case of emergency, disaster or riots. When such situations occur, it is too late to discuss the respective responsibilities and roles of the various groups or bodies.

Recommendation:

A coordination team should be established and meet regularly, even when no major event is planned. When there is one, meetings should be held more often, in particular before the event. This allows members of the coordination team to take into account different perspectives. Also, it allows participants to take ownership of the event. The city has a unique position regarding the organisation of large sport events as a representative of city inhabitants. Apart from its legal obligations, the city should state its own agenda and concerns at the coordination meeting.

Good practice: Mannheim (Germany)

The Local committee for Sports and Security was founded in Mannheim in May 2011, two years after violent riots erupted during a football match, on 2nd September, 2009. Several police officers had been injured during these riots caused by so-called “problem fans”. Ever since, security at sports events, especially football matches, has been a key issue for Mannheim citizens and the city administration.

Preventive and repressive measures against criminal activities during football matches were discussed during two security summits held in 2009 and 2010 by the Ministry of the Interior of Baden-Württemberg. Among other recommendations, the Ministry called for the establishment of a local Sports and Security Committee, under the auspices of the municipal administration. Following this, the authorities of Mannheim created a Local Committee for Sports and Security.

The goal of this Committee is to discuss, adopt and develop essential security regulations in order to prevent crime in and around stadiums. Committee members discuss safety, the potential “problem fans”, exclusion orders, the sale of alcohol, and the organisation of transport routes and traffic. The Committee is chaired by the Deputy Mayor of Mannheim and comprises representatives of the Police headquarters, the Department of Sports and Leisure, the Department of Security and Public Order, and sports clubs. It meets once a year.

Communication with the media

Communication with the media is an important part of the event preparation strategy. It is essential indeed to prevent, as far as possible, negative media coverage in case of incident or minor failures. There are three main principles in this respect:

- Be proactive: inform the media immediately, before they reach their own conclusions or question the management of the event.

- Be accurate: be professional and provide accurate and precise information, as well as factual data (figures, dates...).
- Be timely: react swiftly to any incident, thanks to your monitoring system.

To downplay or hide negative information is always a bad option. Today, online media get the information they need sooner or later. Postponing an announcement or the disclosure of a piece of information can only lead to a defensive attitude, which creates more problems.

Press briefings should be organised well ahead of the event in order to generate media interest not only in the event itself but also in all the side events, such as volunteer work, initiatives taken by local groups etc. It is important to involve all the relevant actors in the press conference in order to promote the festive nature of the event and the good work of local groups.

Obviously, press officers play a central role in big event media strategies. The various authorities involved in a sport event must have a coherent position, in particular in emergency situations. It is particularly important that the office of the Mayor and the local police present the same view on the situation. The press office should not only know the details of the event and of the measures adopted, but should also know who are the different agents involved, and what role they play in the organisation.

Recommendation:

Always have a proactive media policy, and accurately provide all the necessary information. Use the press to convey your message to local inhabitants.

Debriefing and lesson learning

A successful event does not mean the job is finished. After the event, there should be a debriefing with all the major actors involved, so as to learn from the experience. This is something that is often neglected.

This is the time to review the eventual mistakes and the duties that were not fulfilled, and to seek improvement. When there has been no incident, it is easy to overlook any erroneous action, but this may lead to serious consequences when the next event takes place. This review phase provides the opportunity to discuss positive experiences that could be repeated afterwards. When the event went well, the debriefing can be an opportunity to meet in a relaxed atmosphere, and to recognise the positive work done by the different stakeholders, which contributes to building a solid partnership.

In the case of regular sports events such as league matches, it is not necessary to organise a debriefing after each game. But it is a good idea to have more than one meeting at the end of season.

Recommendation:

Do not underestimate the value of debriefing after a major sports event. It provides the opportunity to exchange valuable information and helps all partners to take ownership of the event.

Checklists

All stakeholders and especially those responsible for coordination may benefit from having a written list of tasks to be done and checked. This kind of check list is an appropriate and suitable tool for this.

The Standing Committee of the Council of Europe issued a recommendation to organisers of high-risk sport events. It includes a comprehensive checklist of about 70 measures, and a clear distribution of responsibilities. The measures are organised by themes, such as overall regulation and coordination, design and structure of the venue, maintenance of the venue, safety facilities, equipment and fittings, pre-event coordination, pre-event checks, ticketing, event-day procedures, controlling access and entry to the venue,

managing spectators, customer care, post-event procedures, social, educational and preventive measures, relations with the media. For each item, there is a list of who is responsible: owners, organiser, national sport body, UEFA or other international sport body and public authority (see Council of Europe Standing Committee Recommendation Rec (2008) 1 on the checklist of measures to be taken by the organisers of professional sporting events and by the public authorities).

Recommendation:

Municipalities are encouraged to develop and use a checklist of measures to be implemented when organising sport events. The checklists of the Council of Europe can be used as templates to establish lists adapted to the characteristics of the municipality.

Relevant background information:

Council of Europe:

European Convention on Spectator Violence and Misbehaviour at Sport Events and in particular and Football Matches

Website (available in EN, FR, DE, IT, RU):

<http://conventions.coe.int/Treaty/Commun/QueVoulezVous.asp?NT=120andCM=1andDF=08/01/2012andCL=ENG>

Recommendation Rec (2010) 2 of the Standing Committee on hospitality principles when organising sports events.

Website (available in EN, FR): http://www.coe.int/t/dg4/sport/resources/texts/Rec_2010_02_EN_Rec_Hospitality.pdf

II. The municipality and its relation to the sport venue



General principles

➤ The role of municipalities in the management of sport facilities vary greatly from one country to another, depending on national legislation and on who owns the facilities. In some cases, the municipality is the direct manager of the facility and assumes full responsibility. In others it has a statutory role to oversee the construction and ensure it complies with safety regulations. In some other cases, there is a “loose” indirect relationship based on the fact that the municipality hosts the facility. Municipalities which are statutorily responsible should follow international recommendations and good practices related to safety and security, even when they go beyond the national legislation. But even in those cases of “loose” relationship, the presence of the sports venue has an impact on the municipality, which has to manage fire and medical services, transportation and public nuisance. It is therefore in the own interest of municipalities to be proactive.

There are two interrelated areas – infrastructure and equipment of the facility, and facility management. While most sports venues and equipment are modern and up to date, the elements related to safety and security are sometimes neglected, until an incident occurs. The sports management team may consider safety and security as “external” issues that are the responsibility

of “somebody else”. Security and safety equipment might be seen as an unnecessary luxury. The comfort of spectators is actually closely connected with safety and security because it contributes to create a relaxed atmosphere, and thus more relaxed behaviour. Facility management is linked with construction and equipment. Some of the major accidents having taken place in sports were caused not so much by architectural flaws than by mismanagement.

In this chapter, we examine the basic elements of safety and security at sports venues that should be directly implemented, supervised or promoted by municipalities. The recommendations presented here are mainly valid for municipalities who own stadiums. We will take a look at architecture, entrance, exit and evacuation gates, emergency planning, fencing, the separation of supporters, and the role of stewards. We have chosen to discard other elements such as CCTV, operational centres, public announcement systems, and emergency power generators because they are either too technical or already well known, but you will find relevant information in the recommended reading list. Investing in sports facilities -both financially and in staff-, reduces the risk of incident, preserves the facility from damage, and contributes to satisfy spectators and local inhabitants.

In principle, public authorities should draw up a comprehensive list of practical measures to be taken by the owners and managers of venues as well as by the organisers of events, including detailed provisions for:

- structural issues, regular inspections and tests of the roof and stands (particularly in the case of moveable structures), special inspections in case of severe weather conditions (such as heavy snow or extreme temperature variations);
- height, strength and spacing of barriers and hand rails;
- entrance, exit and circulation routes for spectators;

- the provision of emergency exits and unobstructed assembly areas around the venue;
- safety management systems, safety equipment and communications (including backup power supplies);
- safety capacity which need not correspond to the maximum capacity of the venue (e.g. closing some sectors for high risk matches) and related ticketing, crowd management and stewarding (decision on number of stewards);
- fire prevention;
- medical facilities;
- lighting and emergency lighting.
- Whether it owns the facility or it is only responsible for technical and functional supervision, the municipality should carefully examine the following issues.

Construction issues

It should be noted that the most tragic events that have occurred in sport venues all over the world¹⁰ were not caused by violence but by structural or functional failures. There is a well-known saying that a stadium is safe when empty. The number of spectators is not the only important issue. The nature of this audience must also be taken into account. People who go to a sport event do not behave like spectators who attend, say a theatre performance. Tens of thousands spectators jumping and cheering imply a certain type of architectural feature. The emotional atmosphere of a match may also cause some types of incidents that would not happen in any other public performance (people falling off the stairs for instance).

All the issues related to the stadium functionalities should be carefully observed during the construction

10- For example the disaster at the Armand Césari Stadium in Bastia (France). The stadium is mostly known for the Furiani disaster, which took place on the 5 May 1992 when one of the metallic stands fell, killing 18 people and injuring more than 2,300.

(even of a temporary installation) and reconstruction. Regular checks and maintenance should be performed even when there are no major construction works. Any sign of deterioration should be addressed. Special attention should be given to the investigation of any incident occurred during a match, including minor injuries, because this might reveal the need for some structural changes. For instance if some spectators have had minor injuries on the stairs and gangways, it might signal the need to change the handrails, which is relatively inexpensive.

It should be also noted that the technical capacity of the stadium is not the same as the safety capacity of the stadium. On some occasions it might be safer to sell only a limited number of tickets in order to better separate groups of opposing supporters or to enable safer circulation of supporters in the stadium.

Good practice: Solna (Sweden)

A major stadium is currently being built in Solna. The level of cooperation with the company owning the stadium and defending the interests of the municipality and its inhabitants during the early stages of construction represents a good example of the role of the municipality.

A run-down and polluted industrial site will be transformed into an attractive and vibrant neighbourhood with a mix of homes and businesses. The area, "Arenastaden" will become a center for sports and adventures in Solna as well as for the Stockholm region.

The new arena will, when completed in 2012, have 50,000 seats for football games and 65,000 for concerts. Construction began in June 2009 and the goal is to build the largest, most modern, flexible and multifunctional arena. For security reasons, the stadium can be sectioned into areas with 5000 spectators each. Crowd control is also possible outside the arena. The stadium will have a retractable roof providing the

option of staying open during the summer months and closed during the winter. The design allows for several different surfaces, grass, gravel, ice, snow, various types of flooring, and even water. The arena will truly be a multi-purpose arena and will make Solna a leading city regarding large sports events.

"Arenastaden" will be built to host 2000 new homes, offices with 10 000 jobs, a hotel and a shopping center. In addition, Solna and its partners are expanding infrastructure in the area, including extending the tram from Solna Station to Arenastaden and commuter trains to Arlanda airport. New road links will also be built from the connecting highways including two new bridges over the track area.

The city of Solna is a partner in the company owning the arena, along with the Swedish Football Association, the real estate companies Fabege and Jernhusen and the construction company Peab. Solna's Municipality Director is, as representative of the city, chairman of the Arena Company, which provides the city with direct influence on the development of the arena.

Security Plan

The objective with the Security plan is for the arena to be safe and secure for all visitors, employees and other actors. Potential risks and threatening situations are monitored continuously and security is adapted to events in the arena. Through well-established routines the arena will be able to manage incidents effectively. The Arena complies with the Swedish legislation in the area and all employees receive information and training that contributes to professional security.

The Security Plan includes areas such as:

- Risks and Threats
- Technical Installations
- Operational Analysis
- Crime Prevention
- Work Environment
- Environmental Risks

- Media
- Crisis Management
- Event Security

In addition to this, the Arena organisation will have to present an Evacuation Plan, regarding both the arena and the surrounding areas, including crowd control, analysis of public transportation and a key access point. The safety and security plans must be approved by the Fire Department and Emergency Services, Emergency Services, Emergency Services, which is part of the city's organisation and also decides the maximum number of visitors allowed inside the arena.

The city of Solna also has authority in several areas when events take place, such as:

- Traffic regulation
- Serving of alcohol
- Information in public areas (signs and banners)

The Police also must give their permission for all events, including football.

For more information on the Arena, visit:

http://www.swedbankarena.se/en/about_the_arena_facts.asp

Recommendation:

Municipalities, both as owners and supervising authorities, should pay careful attention to structural issues in stadiums. It is important to carry out regular and thorough checks of all structural issues.

Entrance and exits

Properly constructed entrance and exit structures are other key safety and security elements. A sufficient number of entrances ensure that all spectators can be quickly accommodated. This is an important factor in countries where arriving late to an event might be common. It is a very serious issue because the frustration of spectators who cannot get into the stadium and access their seat on time can sometimes degenerate into violent incidents.

Another key point is the effective separation of supporters of opposing teams, as required both by the European Convention and the UEFA regulation. This has to be provided for by the stadium's entrance and exit systems, as well as by the circulation plans.

The host and visiting teams' supporters should be equally treated, so as to avoid unnecessary frustration on the part of the latter. In particular, any discriminatory behaviour should be avoided, such as stricter security checks for visiting supporters, facilities of a lesser quality in the visiting sector, and any sign of arrogant behaviour among stewards. Again, such unequal treatment might fuel outbursts of frustration with violent consequences.

However, the entrance system must include a strict control of tickets for visiting spectators, and a separate security check. The stadium should not open all entrances if they are not able to provide sufficient number of stewards to perform security checks. Turnstiles are most commonly used for access control, together with electronic ticket-control. There should be enough space for body checks and control of luggage.

It is highly advisable to have automatic systems that indicate the level of attendance and occupation of different sectors. Monitoring in real time the inflow of supporters will mean that any delay or problem may be promptly spotted, and thus immediately addressed (for instance by sending additional stewards for body checks or delaying slightly the kick-off).

Exit routes are crucial for an orderly evacuation of the stadium in case of emergency. A number of tragedies could have been avoided with a proper emergency exit plan. For instance, one of the main causes of the Accra disaster (Ghana, 2001)¹¹ was the fact that exit routes

11- The Accra Sports Stadium disaster occurred on 9th May, 2001. With 127 killed, it was the worst stadium disaster to have ever occurred in Africa. The match that day opposed two of Ghana's most successful football teams, the Accra Hearts of the Oak Sporting Club and Asante Kotoko. The home side scored two late goals and defeated Kotoko 2-1. Disappointed Kotoko fans reacted by throwing plastic seats and bottles

were reportedly locked. It is recommended to provide a sufficient number of exit routes to ensure a smooth and quick evacuation. Evacuation procedures should be tested. Exit doors should be equipped with one way locks (easily opened from inside and with in-out opening only) and/or guarded by well trained stewards. Evacuation routes should be clearly indicated throughout the stadium. Gates should have the same width as corridors in order to avoid bottlenecks during evacuation.

Recommendation:

Entrances and exits are key elements of safety and security. They should be carefully planned, and integrated into the architecture and design. It is of vital importance to have a sufficient number of emergency exits, which must be unlocked.

Another important aspect is the way spectators are treated during the entrance and exit procedures. This can have a significant influence on the way they feel, emotionally, and can contribute to either a pleasant, relaxed atmosphere or to frustration and tensions.

Separation of supporters

The efficient separation of supporters is the cornerstone of any major sports events security strategy. It is a requirement of the European convention and UEFA regulation. This has led to the building of cage-like fences and barriers in a number of stadiums.

However, research and experience have shown that this sort of high, large barriers also lead to aggressive behaviour towards stewards and police officers, and acts of vandalism. It has often been said that if you

onto the pitch. The police reacted by firing tear gas, causing panic among spectators. There was a stampede and 127 people were killed by compressive asphyxia. According to reports, the medical staff had already left the stadium because the match was almost over. Also, some gates were locked, and spectators were unable to escape.

treat supporters like animals, they behave like animals. It has also been established that proper customer care and stadium management can be more efficient than barriers to separate supporters. Indeed, recent European and World Football Championships have shown that matches can be held safely and peacefully without such drastic measures.

Based mainly on experience in the UK, in 1999 the Council of Europe Standing Committee adopted a recommendation calling for the removal of separation fences if certain conditions are met:

- all stadiums should have seats (no standing spectators), and seats should be numbered. They must also have closed-circuit television and command and control posts;
- an adequate management of ticket sales;
- improvement of crowd control management techniques (both by police forces and by football bodies), giving a more important role to stewards, which illustrates a shift towards self-policing and self-responsibility;
- a better cooperation among the police, both at the national and European level, in order to better identify potential trouble-makers and to improve security;
- the introduction of appropriate legislation, with effective sanctions for convicted offenders.

However, some club matches and derbies may fuel old animosities among supporters, and in those cases, it may still be cheaper and easier to strictly separate them in order to prevent any risk of violent incidents. But even in those cases, the separation of supporters should be organised in a way that is not frustrating and humiliating. This can be achieved both by the architectural design of the separation barriers and by organisational measures.

Nowadays, there are alternative ways to separate supporters. For instance “roller” barriers, which are impossible to climb, or nets placed over groups of rows that

prevent spectators from accessing other sitting areas. However, when the most violent supporters are banned from stadium it may, in fact, in turn allow the stadium management to use less coercive separation measures than the formidable barriers. For treatment of offenders see Chapter IV.

Municipalities may not formally have the power to decide how supporters are separated, but it is recommendable they use their influence to promote the ideas described above.

Recommendation:

Separation of supporters is an effective way to prevent violent incidents. It should be arranged in a way that is not aggressive or humiliating towards supporters, lest it generates frustration and aggressiveness.

Relation of the city with the management of the stadium

Unless the municipality owns the stadium, its influence on the management of the stadium is limited. The management should ensure an efficient coordination of all the stadium's safety and security agents, and in particular coordination between stewarding services and the police and other external security services. Most European stadiums have a security manager (as per the UEFA requirement, see Article 4 of the UEFA Safety and Security Regulations). The security manager, who in most cases is a former police officer, should be entitled to adopt key decisions as the person responsible for safety and security.

The relationship of the municipality with the stadium safety manager is especially important in cases where municipalities govern police forces. In other situations municipalities can require, as part of their emergency supervisory role, that documents defining the responsibilities of the safety manager and the police in different situations be drafted and observed.

Emergency planning

Emergency services usually comprise first-aid and ambulance services, and fire brigades. The construction and management of stadiums changed considerably after the 1985 Bradford disaster¹² in the United Kingdom. But the fire risk in stadiums still exists, above all because of illegal fireworks.

Any type of pyrotechnic device should be completely banned from stadiums, by law. If the Law does not contemplate it, then it should be forbidden by the municipality or by the club's ground regulations. Spectators should be informed through all possible channels that the use of pyrotechnic devices inside a sports venue is forbidden and dangerous. Other potentially dangerous artefacts include inflammable banners and other means of mass supporters choreography. It is recommended to regularly check if the choreography material is suitable for use in stadiums.

Good practice: Vienna (Austria)

As the owner of the Ernst Happel stadium, the city of Vienna duly exercises its right to check and approve the banners that supporters use. They check the size of the banners, and the material to make sure it is not inflammable. Banners that do not meet security requirements are discarded.

Nowadays, medical attention services are adequate in all large sports venues, and contingency planning related to tournaments or other major sport events takes into account possible large scale disasters. The standard requirement for stadiums includes fully equipped

12- The Bradford City stadium fire occurred on Saturday 11th May 1985 when a flash fire consumed one side of the Valley Parade football stadium in Bradford, England. The fire broke out during a football match between Bradford City (the home team) and Lincoln City, on the day that Bradford City was celebrating their victory in the Football League Third Division. Fifty six people died and more than 265 were injured.

first-aid facilities, which are approved by the competent local authorities and must be available in each sector of the stadium. There should be an ambulance with at least one doctor on duty for all sports events attracting more than 5,000 spectators, and there should be one first-aider for every 1,000 spectators (Council of Europe Standing Committee Recommendation on the promotion of safety at stadiums (91/1)). Coordination between all security personnel and emergency services should be ensured via preliminary briefings.

Recommendation:

Municipalities are recommended to give sufficient attention to emergency planning for major sport events. They should use all their legal supervisory powers but also informal influence on match organisers and stadium owners. Sufficient training in this respect is highly recommended.

Stewarding services

Stewards are the key “instrument” of the stadium management to ensure the safety and security of spectators, their well-being during the match and their proper circulation in the stadium. The UEFA defines stewards as all private parties appointed by the match organiser to help ensure that the match takes place without incident.

In Europe, the term “stewards” refers to two types of organisation. On the one hand, there is the proper auxiliary staff who usually work only for the stadium and are specifically trained for spectator care. On the other, there are private professional security services, who usually work under contract for various establishments and whose mission is mainly to ensure security. But even when stadium use stewards of the latter type, they should not neglect safety assistance and spectator care in performing their duties.

The role of stewards is defined by the Council of Europe as follows: The nature, role and functions of stewards should be clearly defined. These functions, which should be distinct from, but complement those of the police, should include:

- searching the stadium before, during and after the match as necessary;
- welcoming, directing and caring for all spectators, whatever their age, race, sex, disability or the team they support;
- responding to any complaints from spectators;
- informing spectators of the arrangements and facilities at the stadium and of any safety requirements laid down by the organisers or the emergency services;
- assisting in the safe operation of the stadium, in particular supervising and ensuring the safe entry and exit of spectators;
- enforcing the regulations of the stadium;
- keeping spectators out of those parts of the stadium to which the public does not have access;
- observing all areas of potential danger and preventing overcrowding;
- responding to incidents and emergencies and taking the necessary action to deal with them;
- assisting the police or emergency services as required.

Stewards should have sufficient training and be briefed before each match. In some countries, like Italy, a detailed legislation regulates stewards’ recruitment and training. In a recent recommendation, the Council of Europe Standing Committee suggests possible topics for stewards training (see Recommendation Rec (2011) 1 of the Standing Committee on safety officer, supervisor and safety steward training and its Manual).

All stewards should know the stadium very well. It is thus recommended to recruit staff from the local environment. Recruiting locally may also have a positive impact on the municipality’s overall social and preven-

tive policy. Hiring local young people, especially those from deprived neighbourhoods or unemployed, contributes to their social inclusion.

Good practice: Liege (Belgium)

A former member of the hard-core fan club “Hell-side” has become security manager of the stadium. Stadiums in Belgium begun to employ stewards in 1997. Since then, three Standard of Liege fans have successfully applied to the national training programme of stewards. They all belonged to the supporters group “Hell-side”. Their involvement was met with mistrust and suspicion, but their responsible work and the success of the Euro 2000 in Liege gradually dispelled these prejudices, and one of them, Christian Hannon, even reached, in 2003, the position of Chief of Security at the Standard of Liege stadium. He has since performed his duties in a fully satisfactory manner.

What drove the club to hire this person as Security Manager?

Mr Hannon had a good educational background and had been part of the armed forces. Also, he had participated in a fan coaching programme. He was well-known by the club and by the city’s social and preventive services, which provided statements in his favour during the negotiations that preceded his promotion.

What impact does it have on security?

As in all problematic areas, it is always positive to have examples of success stories. The personal story of this ex-supporter is in itself encouraging. It can be an example for many local young people, who may see him as a “hero” who has risen to a dream position at their club.

It is also an example of forward-thinking management on the part of the Standard of Liege executives. Not only for having chosen Mr Hannon as Security Manager, but also for having chosen to recruit potentially “difficult” supporters as stewards. The story shows

that an innovative approach such as this one can have very positive results.

Recommendation:

Municipalities are recommended to participate in the setting up of a proper stewarding organisation.

Checklists

The recommendations included in this publication as well as in all relevant regulations may seem rather complex. It is, however, crucial to take into account all the recommended measures. The example of the 2001 disaster in Accra, Ghana has shown that neglecting some security requirements can lead to a catastrophe.

Experienced stadium management executives and security officer probably know most or all these recommendations. But even when they are very experienced, they can also fail and also, they may not always be able to transfer all their experience to younger executives. This is why it is highly recommended to write down all the safety and security obligations of the stadium, and to use a checklist to ensure they are met. There might be different checklists, for instance one for the start of the season, and another for specific matches.

The Standing Committee of the Council of Europe developed a template checklist to be used at high risk sport events, which can be used and modified for each stadium. For more detailed information about this checklist – see Chapter I on coordination.

Recommendation:

It is recommended that municipalities use the Council of Europe’s checklist for measures to be taken by the organisers of professional sporting events and by the public authorities, adapt it to their local circumstances, ensure it is used by the stadium management staff, and encourage other agents to use it.

Relevant background information

Council of Europe:

Standing Committee (1997) Statement on fences and barriers

http://www.coe.int/t/dg4/sport/resources/texts/spdecl3_en.asp#TopOfPage

Recommendation Rec (1999) 2 on removal of fences in stadiums

http://www.coe.int/t/dg4/sport/resources/texts/sprec99.2_en.asp#TopOfPage

Recommendation on the promotion of safety at stadiums (91/1)

http://www.coe.int/t/dg4/sport/resources/texts/sprec91.1_en.asp#TopOfPage

Recommendation Rec (2008) 3 of the Standing Committee on the use of pyrotechnic devices at sports events

http://www.coe.int/t/dg4/sport/resources/texts/Rec_2008_03_EN_pyrotechnics.pdf

Recommendation Rec (2008) 1 of the Standing Committee on the checklist of measures to be taken by the organisers of professional sporting events and by public authorities

http://www.coe.int/t/dg4/sport/Resources/texts/Rec_2008_01_EN_Checklist.pdf

Recommendation Rec (2008) 2 on visiting stewards

http://www.coe.int/t/dg4/sport/resources/texts/Rec_2008_02_EN_stewards.pdf

Recommendation Rec (2011) 1 of the Standing Committee on safety officer, supervisor and safety steward training

http://www.coe.int/t/dg4/sport/resources/texts/TVRV_2011_16_FINAL_Manual_safety_officer.pdf

UEFA:

UEFA Safety and Security Regulations, Edition 2006
(<http://www.uefa.com/newsfiles/551778.pdf>)

UEFA Stadium Infrastructure Regulations, Edition 2010

(http://www.uefa.com/MultimediaFiles/Download/Regulations/uefaorg/StadiumandSecurity/01/48/48/85/1484885_DOWNLOAD.pdf).

III. Public space and infrastructure



Impact of sport events on public space

➤ Any large sports event has an impact on the public space but, with the exception of the enforcement of public order by the police, this issue is sometimes neglected. It may appear that the sport life only takes place in the stadium, and that this is where problems arise and where interventions have to be planned. But any large sports event has an impact on a much broader part of the life in the municipality, as well as on its infrastructure.

Neighbourhoods close to stadiums are obviously affected, as are transport routes, which are directly affected by an increased circulation and traffic restrictions. The local transport system should always be adapted to the event, providing for extra capacity on the routes towards the stadium, and limiting private traffic in some streets.

The final whistle of the game does not mean the event is over. Usually, celebrations go on through the night, and this requires not only extended policing but also some regulation or restriction of the consumption and sale of alcohol, as well as of the opening hours of bars situated near the stadium.

Taking into account public space management issues when planning a sports event helps keeping a fair balance between the interests of all parties engaged, and ultimately to have an event that everyone enjoys without negative side effects.

In this chapter, we discuss local neighbourhoods situated

near the stadium, transport, alcohol policy and night life. As for the issue of “public viewing areas”, which has to do also with the management of public space, we will address it in a separate chapter (Chapter IX). Public order issues and policing are discussed in Chapter IV.

Neighbourhoods

A large sport event has a significant impact on the neighbourhoods situated around the stadium, as well as on the city’s railway stations, transport routes, main squares and drinking areas. The normal traffic schemes and public transport routes can be modified; some areas of the city may be closed during the match, and circulation may be limited in order to separate rival teams. While some inhabitants might be pleased by the event, others can be upset by noise, incivilities, vandalism to houses and cars, and intimidated by drunken supporters. The municipality is the only authority among all the bodies participating in the sport event that can take care of the needs of neighbouring inhabitants. They have the difficult task of maintaining a balance between the interests of sport spectators and those of local inhabitants who are not interested in the event. Sometimes, it is necessary to defend local interests against the organisers of the sport event, who understandably only take into account the success of their event.

The complications in their daily life may generate frustration among local communities, which in turn can cause conflicts between supporters and local inhabitants, and even incidents. But even if there are no incidents, hostility towards the event means the municipality has to deal with a number of complaints and find solutions.

The key principle to mitigate the potential risk of conflict is to communicate ahead of the event with all the groups that might be affected by it. Inhabitants should be informed not only about the event, its organisation and possible restrictions, but also about the

measures adopted by the municipality to reduce risks for local inhabitants. Municipalities should organise public hearings or meetings with local citizens where municipality representatives, event organisers and the local police present the nature and details of the event, the possible restrictions to daily life, the measures taken by the municipality to maintain public order and protect people and property, the measures taken to assist people in case of problem, and the solution envisaged in case of damage. Local police hotlines may reassure citizens and help them feel secure. The participation of representatives of local supporters clubs may contribute to dispel prejudices and other negative attitudes towards supporters.

Recommendation:

Municipalities are recommended to provide local communities sufficient information about the planned events and their impact on inhabitants. Public meetings, leaflets and negotiation with local community leaders are a suitable approach. The involvement of representatives of supporters is recommendable since it helps to change negative prejudices.

One area that requires special attention is relations with local youth groups. They might not be sports fans but they are attracted by the crowds and just hang around stadiums, which adds to the feeling of insecurity among local inhabitants. This can turn into a serious problem during large tournaments. Local youth groups, who often cannot afford to buy tickets may feel excluded and this adds to their social frustration. The best way to engage these groups and prevent their feeling of frustration is to make sure they are involved in the preparation of the event. Local youths can be hired as temporary staff or as volunteers and stewards (see Chapter II about stewarding). Also, organising side events helps giving local young people a feeling of

being part of the event. Public viewings (see Chapter IX) is another way of involving them.

Good Practice: Solna (Sweden)

“Pre-play” Project

The Råsunda stadium is situated in a residential area in the centre of Solna. Many local citizens as well as visitors felt the atmosphere around the arena was threatening during match days. There were also problems with supporters “rushing” against the police. Youngsters were also hanging around the arena, often consuming alcohol and drugs.

The need to have a positive environment that is attractive to young people but alcohol-free was identified as a means to improve the climate around the stadium on match days. As a natural development of the already existing cooperation between the city of Solna and the AIK Football club, a social music event before the match, called “Pre-play”, was proposed.

Objectives

- Create a positive, non aggressive atmosphere outside the arena, with music and youth activities.
- Fight the feeling of insecurity in the neighborhood.
- Make Pre-Play a recurring event during the whole football season, with a priority on “high risk games” such as derbies, where major local clubs play each other.

Implementation

The city of Solna in cooperation with the local football club AIK organises an event before the game, outside the stadium, on the local square. The event consists of a series of concerts by local groups, theatre and DJ music, as well as side activities.

Pre-Play started as a project in 2008, and has since become an ongoing cooperation between the city of Solna and AIK. Pre-Play events are organised between

six and ten times per football season (April-October), with priority on high risk games. The event starts two hours before the game and ends right before kick off. Partners of Pre-play include other local youth and sports clubs and other sections of AIK (floorball, handball, hockey), the police and local associations (such as parents associations). Various services of the city are also involved (such as the Social Authority).

Financing is shared 50/50 between the city and the football club, and the budget per event is low, at about 40,000 SEK (roughly 4,500€), half on staff costs and half on activities.

Results

The security and safety in the area outside the stadium have improved and there is a positive atmosphere. An unexpected development is that the event not only attracts young people but also adults and local residents. The project has been well received by the various partners, and in particular the Police.

The cooperation between Solna and AIK will be strengthened with the opening of the new national football stadium, where AIK will play from next season onwards.

Recommendation:

Municipalities are recommended to involve young people from the local neighbourhoods in the preparation of the events, either as temporal staff, volunteers or through side events.

Specific problems may arise, especially during tournaments, with local groups. There were clashes between football supporters and local groups in Marseille (France) during the 1998 World Cup, and in Brussels (Belgium) during the Euro 2000. Events connected with “their” territory may be perceived by these groups as alien, or threatening, or even an opportunity to engage in street fights.

There is also a risk of clash when the sports teams playing at the event are from the country of origin of local immigrant communities. Local young people who may not be usual sports fans may feel a sense of belonging with the visiting club or national team, and go out in the streets to show their support.

Identifying and addressing the representatives of these groups and involving these groups in the event is the best preventive measure.

Local transport

When the municipality (or Mayor) does not have the responsibility of overseeing the police force, one of its most important tasks regarding large sports events is to organise the local transport system and routes. An effective organisation of transport must ensure that supporters arrive on time at the stadium from the railway and bus stations, airports and by car. It must also include measures to separate supporters from opposing teams. In cities where the stadium is located in the centre (like Genoa in Italy for instance), local authorities have to organise traffic restrictions when there is a match. There is a clear relationship between the quality of the public transport system and the level of security during sports events. A high quality transport system and planning enables proper circulation of supporters and a timely connection between stadiums and individual destinations. When the transport system fails, spectators arrive late, there is overcrowding at the gates, which may generate frustration and incidents (see also Chapter II on entrance systems). There can also be acts of vandalism against public transport vehicles and equipments.

It is crucial to involve the municipal services in charge of traffic and transport in the early stages of the preparation of the event, and to take into account their views. Public transport managers and traffic police should be informed as early as possible about the expected number of incoming supporters, their esti-

mated means of transport and transit routes so they can prepare an adequate traffic scheme.

Recommendation:

Traffic issues and public transport should be considered in the early stages of the organisation of the event.

Transport fares are an issue, in particular when there are big tournaments. A number of municipalities have opted to give free public transportation to spectators who have a ticket (the transport fare is included). The fact that many supporters travel in groups makes them sometimes feel “above the law”, and they do not pay the fare. But offering combined match/transport tickets is a solution that can bring some income to the municipality, and ensure that everybody respects the rules. Even if it is not possible to reach an agreement with the organisers of the event, it is advisable to abstain from controlling too strictly the payment of public transport fares, because at the end of the day, the cost of police assistance, incidents and acts of vandalism can be higher than the loss of transport revenues.

Providing public transport for organised groups of visiting supporters is an important aspect. For instance providing buses free of charge may significantly help organisers and the municipality separate the supporters of opposing teams, and thus maintain public order. It may prove less costly to do this than to deploy other means to separate supporters and maintain order in the city centre. This should be offered as part of a positive relationship with supporters, through dialogue. Indeed, such a gesture should be seen as a positive, pro-active proposition from the municipality, rather than a privilege obtained because of the “racketeering” behaviour of violent supporters.

Good practice: Genoa (Italy)

As part of its safety and security strategy for sports events, the municipality provides buses for visiting supporters. Fans of visiting teams are received at the central train station and at large parking areas situated near the exits of the highway. The municipality of Genoa provides free buses that transport them to the stadium.

The objectives of this action are:

- To provide visiting fans with comfortable and safe transportation.
- This service may be mandatory, when requested by the police on the basis of the risk assessment conducted by the National office for public safety in sport (which is managed by the Interior Ministry).
- This system allows local and visiting fans to be separated.

Visiting fans can use these buses for free, although the local public transport company, which provides this service, charges a fee to the city. It is, in fact, quite an expensive service.

Drivers and other workers undergo specific training, and receive an additional salary for the (higher) risk involved.

A general contract between the city and the transportation company is renewed every year or so. Part of the contract stipulates the conditions of this specific service.

Sometimes the police escort buses when there are concerns about security. Other security measures include window security grilles - there are rare incidents in which stones are being thrown at the windows-, as well as a partition panel between the driver and passengers.

Another benefit of this service is that many fans use it to go to the touristic areas of Genoa, in the centre of the city.

Recommendation:

Providing free public buses for visiting supporters is recommended. But the fact that this service is free does

not mean supporters can do whatever they please when on the bus. Any act of vandalism should be strictly sanctioned.

Local alcohol policy

Only a very small part of supporters (or so-called “supporters”) are hooligans who prefer to fight than to watch football matches. But the number of incidents connected with non-hooligan fans is usually caused by excessive drinking.

The European Convention urges Member States to forbid the introduction of alcoholic beverages in stadiums and to restrict, and preferably ban, their sale and distribution inside the stadiums^{13,14}. The Standing committee adopted a recommendation (n°1 of 1987) that goes beyond and calls for a ban on alcohol for supporters when they travel in group. More importantly, the recommendation encourages local authorities to use their powers to restrict or ban the sale of alcohol in the areas situated near the stadium, for a predetermined period before, during and after matches. Indeed, the fact that it is forbidden to bring alcohol into stadiums and that there are strict controls at the gates lead consumers to get alcohol before the match in local pubs. Already some cities have a special alcohol policy on match days according to which pubs and bars situated close to the stadium have to close, or are forbidden to sell beverages containing a certain level of alcohol. But applying a purely administrative control of the sale of alcohol may not be sufficient. The large number of spectators on match days is obviously a very

13- Article 3.4.f of the Convention

14- There are debates around alcohol sale at stadiums. Some countries and national football associations adhere to the text of the Convention and maintain a strict alcohol ban in stadiums. This approach is supported by the UEFA, which bans the sale of alcohol at their matches. Other countries, like England, maintain that selling low alcohol beer is better than a strict ban to limit alcohol-related incidents. Indeed, they argue that selling low alcohol beer prevents spectators to get drunk before they enter the stadium.

good business opportunity for bar owners and some may be tempted to break the rules. A good strategy is to engage in a proactive cooperation with local business associations and bar owners. The alcohol policy should be explained to them or even negotiated. It might be a better option to enforce a less strict alcohol policy, because there is more chance it will be effectively applied than a more strict one. The restrictions imposed on alcohol may be balanced by compensations, e.g. providing an opportunity to open a kiosk without alcohol or beer. In this spirit, a recent Recommendation of the Council of European Standing Committee encourages local businesses to take part in the event, to ensure they comply with the local alcohol policy, and contribute to the overall hospitality scheme by offering event-orientated services and products¹⁵.

Recommendation:

Municipalities are recommended to set up a clear alcohol policy for the period before, during and after the match, which may include the prohibition of selling spirits and higher grade beer, or even an alcohol-free policy in some places situated very near the stadium. Cooperation with the industry should be encouraged (or developed?).

Nightlife

Consumption of alcohol often goes on well after the match, with some fans celebrating their victory and others drowning their sorrows. The presence of large groups of people in the neighbourhoods around the stadium well into the night is an additional risk for public order and should be taken into account in the overall event security planning. It is necessary to establish a good communication between the police forces at the stadium and those patrolling the city centre. When

15- Recommendation Rec (2010) 2 of the Standing Committee on hospitality principles when organising sports events (para 4, j.)

possible, bar owners should be informed about the upcoming arrival of visiting supporters.

Another aspect of night life around stadiums concerns sex services. Recent football tournaments in Europe gave rise to concerns over a surge in trafficking in human beings for sex exploitation in order to meet a surge in demand. In fact, these fears have not been concretely proved. Nevertheless, local authorities should stay vigilant on this very serious issue¹⁶.

Background information

Council of Europe

Recommendation on alcohol sales and consumption (87/1)

http://www.coe.int/t/dg4/sport/resources/texts/sprec87.1_en.asp#TopOfPage

Recommendation Rec (2009) 1 of the Standing Committee on the use of public viewing areas at large scale sports events

http://www.coe.int/t/dg4/sport/resources/texts/Rec_2009_01_EN_public_viewing.pdf

16- Efus published in 2007 a study on that theme, Trafficking in Human Beings, International knowledge and local practices, 2007, which you may download on the website: efus.eu

IV. Security and policing of major sport events



➤ Sadly, there have been violent incidents at major events throughout the history of sports in Europe. The first mention of such incidents appears in the late 20th century in the United Kingdom and in continental Europe¹⁷. Since then, the use of police forces at large sports events has become widespread throughout the continent. The Heysel tragedy¹⁸ in 1985 in Brussels fuelled concerns about football fans and since then, there have been large-scale police operations at all major football matches.

Shortly after the Heysel, Europe adopted in November 1985 the European Convention on Spectator Violence and Misbehaviour at Sport Events and in particular at Football Matches. The Convention promoted a comprehensive approach to spectator violence, but did not include a global strategy to policing sport events. Response to spectator violence was limited to ensuring an effective cooperation between the police and other relevant authorities so as to enforce established rules

17- Anastassia Tsoukala, Combating Football Crowd Disorder at the European Level: An Ongoing Institutionalisation of the Control of Deviance, see recommended readings

18- The Heysel Stadium disaster occurred in Brussels (Belgium) on 29 May 1985 during the European Cup Final between Liverpool (England) and Juventus (Italy). Reacting to the aggressive behaviour of Liverpool hooligans before the kick off, Juventus fans tried to flee the stadium en masse and were crushed against the walls of the stadium. Thirty-nine Juventus fans died and 600 were injured.

(Article 3, 4, h). An article (Art. 5) is devoted to the identification and proper sanctioning of offenders.

The policing of sports events is based on national legislation and public order strategies and concepts. In the majority of EU member states, the authority to define such strategies and to manage the police forces that implement them lies with the national and regional authorities, not the municipalities nor international bodies.

However, in most member states, representatives of the municipality are invited to coordination and steering meetings in which operation plans for policing sport events are discussed. They can thus advocate for progressive policing methods aimed at reducing the risk of public order violence in a cost-effective manner.

In this chapter, we present the principles and approaches that inspire such progressive strategies based on risk assessment, good communication with supporters and their organisations, and low profile police tactics.

General approach to sports events policing

Traditionally, the policing of sport events was based on an approach that consists in dispersing violent groups and crowds in order to re-establish public order. We are used to seeing pictures of sports events, in particular football matches, with rows of police officers in full riot gear (sometimes called “robocops”) ready to use force against violators. Such an approach was presented up until some ten years ago as a sure way to deter any violent act.

But it has shown its limits and now, the doctrine on public order at large sports events has evolved. Large-scale police operations on match days are costly and have come to be perceived as a burden on the police budget. Such operations are not always sufficient for maintaining public order and they deprive other areas of the police force they need. Worse, heavy-handed police operations may trigger aggressive behaviour among supporters, and jeopardise any positive rela-

tions that public authorities have developed with them. Indeed, in the past, the prevailing attitude among the police was to indiscriminately consider all football supporters as dangerous groups that had to be intimidated and strictly controlled. Any sign of fan culture –such as wearing a club scarf or singing loudly– was associated with troublemaking. Police operations were often targeted not only on real hooligans and violent individuals but also on all groups of supporters. This repressive attitude led in turn to more violence, with cases of attacks on the police carried by groups that included supporters who were not usually violent.

Recent research in crowd psychology has established that a crowd is not an irrationally aggressive entity but rather that it tends to act meaningfully in reaction to the attitude and actions taken towards it by other groups, such as the police. The crowd’s perception of the legitimacy of their interactions with the police (or other groups) and their own sense of empowerment are particularly important. It is now understood that the approach adopted by the police during a crowd event can either unite all the different groups and individuals within the crowd against the police as a common enemy or, on the contrary, support and empower non-violent elements in the crowd¹⁹. Police tactics regarding the use of force can therefore be one of the primary factors influencing the likelihood of major incidents. This research, in particular the research conducted by Dr. Clifford Stott of Liverpool University during the Euro 2004 in Portugal, helped to open a European discussion on the proper policing of sport events.

Furthermore, research has established that good police practice depends primarily upon gathering information and intelligence by conducting a relevant and ongoing/dynamic risk assessment. It is necessary to obtain up-

19- See Reicher et al (2007) Knowledge based public order policing, in: POLICING, Volume 1, Number 4, pp. 403 – 415.

to-date knowledge on the various supporters groups, their behaviour and history, in order to identify reliably and accurately the level of risk they pose to public order. This means knowing and assessing the social identities of the various groups of supporters, their values and standards, aims and goals, their sense of what is right and proper, their stereotypes and expectations of other groups, their history of interaction with other groups and anything (dates, places, forms of action) that has particular significance. It is also extremely important to gather ongoing information during the event on the behaviour of fan groups so that the use of police force, when appropriate, can be accurately targeted and proportionate.

The merits of this approach have been recognised in the past years, in particular during the most recent international tournaments such as the Euro 2004 in Portugal, the 2006 World Cup in Germany, and the Euro 2008 in Austria and Switzerland. The police strategies implemented during those tournaments were based on a thorough risk assessment, prior to determining the nature and scale of police operations, and on low profile policing, gradual response, and dialogue with supporters.

Following these findings, a Council of Europe recommendation on hospitality was drafted in 2010, which includes also a part related to police strategies. The recommended strategy for policing sports events is now based on the following principles:

- The policing of sports events is a highly professional operation, which requires all participating officers to receive proper, updated training.
- Timely and accurate strategic information about supporters can positively influence the level and style of police deployment. This should be supported by operational dynamic risk assessment throughout the duration of the operation, which should, in turn, influence police tactics.

- Experience has proven that adopting a gradual approach, based on the above-mentioned principles of dynamic risk assessment and crowd management, can help prevent outbreaks of disorder.
- Police should, as far as is practical, be deployed in a non provocative manner in order to emphasize the festive nature of the event. Police officers are often the first people supporters come into contact with and to whom they may ask their questions, as they are highly visible and easy to identify. It is therefore desirable that all police officers are aware of their role and of the importance of presenting a friendly, calm and respectful response.
- Police units unnecessarily deployed in full protective equipment may not prevent incidents, indeed there is a risk that they may provoke them; sufficient police with the necessary equipment should, however, be available for deployment when needed²⁰.

Recommendation:

Municipalities should ensure or promote an approach of policing major sports events that is strictly based on a comprehensive collection and analysis of information and police intelligence, and that correctly evaluates the risks.

Information-based policing

As we have seen, the traditional approach to policing major sports event, which still prevails in some countries, consists of having a massive police deployment in order to deter any potential offender, guard key areas of the city and stadium, and match the number of spectators in case of violent confrontation.

²⁰- Recommendation Rec (2010) 2 of the Standing Committee on hospitality principles when organising sports events

This approach often ignores information that indicates that the actual risk of violent incidents is low. For instance when there is no record of mutual animosity between supporters of opposing teams, or no police intelligence on any planned fight, or else when well-known potential troublemakers are already under a stadium ban and will therefore not attend the match.

As it is costly, badly perceived by the public and sometimes proven to be inefficient and disproportionate, the traditional approach based on large-scale police deployment is thus gradually disappearing. However, a “lighter” policing involving less law enforcement officers requires an investment in the gathering and managing of information, so as to determine accurately the level of risk a match poses to public order. Different types of information are needed in order to take the right decisions, from different sources, and aimed at being used in distinct phases of the police operation. The information can be strategic, operational or tactical.

Strategic information refers to the overall circumstances of a sport event. It describes the historical context in which a match takes place: which clubs/teams, history of their mutual matches, animosities, relevance of the match for the clubs, past behaviour of supporters, their rituals, habits, values and goals, past incidents, especially those related to the opposing team. The objective of gathering such information is to determine the level of police operation, the number of police officers to be deployed and the technical means to be used.

Operational information relates to the individual match. It includes information on the number of supporters expected, and the transport routes and means of visiting supporters. It also includes police intelligence on potentially dangerous supporters, their plans and intentions. The objective is to determine preventive action, such as exclusion orders (when in accordance with national legislation), preventive warnings, deployment of police forces on specific spots, and measures related to the regulation of alcohol.

Good practice: Mannheim, (Germany)

When a game is scheduled, the police of Mannheim contact all the football fans who are listed as potentially violent, either by post or a personal visit, to warn them against any violent activity during the game, and to remind them of the legal consequences of such activities. This practice is called “Gefährderansprache” in German. In contrast with being banned from the stadium, the “Gefährdenansprache” is not a restraint, but a first warning. The police inform suspicious individuals that their identity is well known, and that they will be under close surveillance during the match.

Tactical information is related to the factors that may influence the security at the match: late arrivals, drinking parties, conflicts in the city and at the stadium, incidents during the match such as controversial decisions of the referees, activities and interventions of other agents such as supporters’ organisations or prevention workers. This tactical information is helpful to avoid an unnecessary police operation when other means may be successful, such as the intervention of stewards, prevention workers, supporters’ organisations, and “spotters”. By avoiding police operations, this type of preventive intervention helps to maintain a good relationship between supporters and public authorities. It is particularly important to respect any agreement concluded ahead of the game between supporters, the public and sports authorities.

Comprehensive information is not always easy to obtain, in particular for international matches. It can be provided by police intelligence, open sources, supporters’ organisations, or specialised databases and information networks. International police cooperation includes the exchange of information prior to and during international matches and tournaments. The National Football Information Points network (NFIP), and the deployment of foreign police delegations can provide an indispensable source of information.

With a view to facilitating effective exchange of information and police cooperation in relation to sports events and in particular football matches, important steps were adopted at the EU level. These include establishing a network of National Football Information Points (NFIP) through the EU Council Decision of 25 April 2002 (amended in 2007) concerning security in connection with football matches with an international dimension²¹.

The NFIP football information points are responsible for coordinating and facilitating police information exchange in connection with football matches with an international dimension. Such information exchange may also involve other law enforcement authorities contributing to security or law and order in accordance with the distribution of powers in the Member State concerned. Part of the NFIP obligations is to write standardised reports from international matches. After years of such practice a comprehensive body of information is available. Thanks to an initiative by the Dutch football policing unit (CIV) a NFIP database was developed and made available through national NFIPs.

Specific guidelines can be also found in the *EU Handbook with recommendations for international police cooperation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved*²². This EU document specifies in detail international police cooperation before and during international football matches with a specific focus on the role of visiting police delegations and information exchange. At the national level, police “spotters” are well established in a number of countries. They are dedicated police officers who monitor the potentially dangerous

supporters from individual clubs. They know “their” club and its supporters, their habits and traditions. They also accompany the club and its supporters to away matches. They provide relevant information about “their” supporters to the police operational command in the host-city. In some jurisdictions, they also participate in the police operation, for instance by warning trouble-makers or mediating in minor conflicts.

Recommendation:

Municipalities should provide for or promote effective information sharing of all relevant institutions in order to ensure adequate risk assessment and appropriate police deployment.

The exchange of information with supporters’ organisations and prevention services can be a sensitive issue. Some supporters’ organisations do not exchange any information with the police. Others recognise the importance of a constructive cooperation and do exchange information, except personal information about individuals. In any case, it is advisable to arrange a meeting with supporters’ organisations and exchange general information about mutual plans and expectations. Supporters’ organisations may provide information regarding their planned marches, gatherings and side events. The police can remind supporters of their obligations and restrictions, such as the prohibition of entering the stadium with certain items, the no-access zones, the prohibition of chanting or displaying on banners racist or otherwise hateful slogans.

These meetings and the personal contacts they allow should not be exploited by the police to obtain information on individual supporters and incidents, because this would hamper the preventive work carried out by supporters’ organisations and prevention workers who are in contact with the supporters’ groups. Rather than looking for short-term benefits, it is much

21- COUNCIL DECISION of 25th April 2002 concerning security in connection with football matches with an international dimension (2002/348/JHA)

22- <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2010:165:0001:0021:EN:PDF>

better to preserve a long-lasting relation in which all parties respect each other's interests.

Recommendation:

Municipalities should encourage their preventive services to exchange strategic information with the police. This includes information on the supporters' culture and habits and on the planned side events. Police should avoid requesting any personal information on individuals from social workers and fan coaches. A dialogue between the police and supporters should be organised or facilitated.

Low profile policing of sport events

The new approach to sport events policing that has emerged from scientific research on group dynamics and from the positive experience of recent football tournaments is known as the "low profile policing", "friendly police" or "smiling police" doctrine of "appropriate visibility, early intervention and low friction". It is also called the "3D approach", in reference to a graduated response involving dialogue, de-escalation, and determination.

These new approaches and doctrines are based on the premise that, at all stages of public order incidents, the police should only use such force as is necessary to resolve the situation. Full force should be used only as a last resort, when other methods such as communication have been used but were not sufficient, since "overreacting" may cause even more incidents by initiating the dynamics that may lead to the breakdown of law and order.

The low profile approach is presented in the 2010 update of the EU Handbook²³, which provides important guidance for developing a strategy for policing sporting events. The Appendix I, called "Dynamic Risk Assessment and Crowd Management", presents the

23- <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2010:165:0001:0021:EN:PDF>

key principles of this approach as follows:

Current understanding of effective crowd management highlights the importance of:

- maintaining perceptions of appropriate policing among crowd participants;
- avoiding the use of force against crowds as a whole when only a minority are posing a risk to public order;
- a 'low profile' or 'graded' tactical approach to policing that enhances police capability for communication, dialogue and dynamic risk assessment.

One of the key aspects of low profile policing is an early, proactive and intensive communication with supporters. Using police officers who have good communication skills is certainly an asset. The focus of the communication is to create a welcoming atmosphere and avoid the potential for conflict. Police as a whole should engage in high levels of positive interpersonal interaction with supporters (non-aggressive posture, smiling, deployed in pairs or in small groups in standard uniform, dispersed widely across and within crowds, accommodating requests for photographs, etc.). Where language is not a barrier, officers should try to communicate with supporters to gather information about their demeanour, intentions, concerns, sensibilities and any other issues relevant to their behaviour. For instance, anti-conflict teams such as mentioned above are successfully used in Germany and in the Czech Republic. Interventions units (riot squads with protective equipment and vehicles) should be kept in discreet locations unless the situation determines that a more forceful intervention is required.

The second basic principle is a differentiation between individual supporters actually posing a danger and others who do not. Such a consideration must be built into every strategic and tactical decision relating to the management of crowds (training, planning, briefing and operational practice). It is important that the policing is graded and capable of changing directly in res-

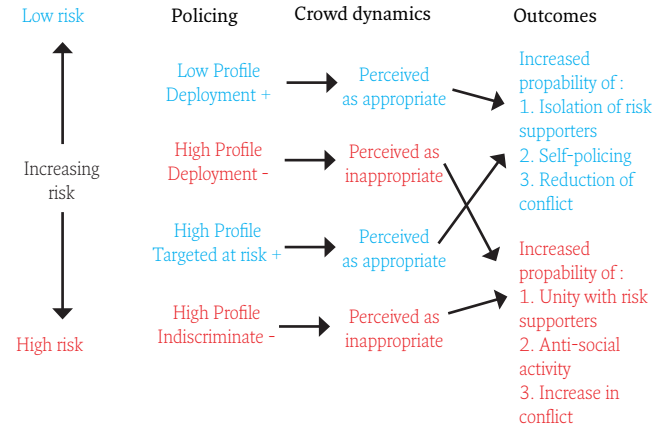
ponse to the nature and levels of emerging and decreasing risk.

Where circumstances posing risk are identified it is important to:

- communicate to those posing the risk that they are provoking the potential for police intervention;
- where an incident involves visiting supporters organising police assessments should be validated by the visiting police delegation;
- should those measures not resolve the situation, then further police use of force may be required. The objective of police deployment at this stage is to minimise further risk and it is therefore essential that any action does not escalate tensions (such as the indiscriminate use of force).
- It is vital that information about the persons creating the risk and its nature is communicated clearly to the intervention squads being deployed so that any use of force can be appropriately targeted;
- those not posing any risk should be allowed to leave the vicinity and / or some time to impose 'self-policing'.

It might be necessary to provide extensive training to police forces so they overcome any preconceived negative image about sport and football supporters, and grasp the principles of low profile policing. The result will be fewer public order incidents and cheaper police operations.

Low profile policing can be seen in the following scheme:



Scheme taken from the EU Handbook

Recommendation:

Municipalities are recommended to promote low profile policing of sport events within their jurisdiction. Municipalities without direct jurisdiction on policing sport events should use their influence to promote knowledge and acceptance of low profile policing among their partner police forces.

Role of the police at the stadium

In a number of jurisdictions, the police intervene only upon request by the stadium's security manager, and only when he considers he cannot manage the situation with the stadium's own resources. In other jurisdictions, the police are empowered to act according to the Law independently of other agents. In any case, full police action should be seen as a means of last resort, when all preventive measures have failed (such as an intervention by the stewards or spotters). The police and stadium management usually work together at the central command post of the stadium, in

order to ensure simple and efficient communication. It is also crucial to ensure proper communication between the stadium's security service, the stewards, the police and the fire brigade. But even if there is a good informal communication among them during matches, it is advisable to have a clear, written description of their respective roles both in normal and emergency situations. In particular, it is important to make sure that there are no contradictions between the missions and tasks of the police and those of the stewards. The safety of stewards, spotters, visiting police officers and other official personnel should be ensured. All these agents should also be clearly identified when there is a large scale police deployment (in particular if the riot police intervenes).

Recommendation:

A large police intervention should be considered as a means of last resort. The role, responsibilities and tasks of all stakeholders -the police, stadium's safety management, and stewards/private security services- should be clearly stated and agreed upon, preferably in a written document, in order to avoid any confusion in case of police intervention in a critical situation.

Treatment of offenders

Restoring public order is only one of the objectives of a police intervention. It is equally important to identify and sanction offenders. Any crime committed during football matches should be documented, and offenders identified and sanctioned. Modern technology, in particular CCTV, means that identification is relatively easy. Sanctions should be imposed as soon as possible after the offence. In some countries, mobile prosecutors services are deployed directly in the stadium and can impose immediate sanctions, on site, to offenders. One of the most effective sanctions is to ban offenders from stadiums. Stadium bans are used with great suc-

cess in a number of countries, in particular England and Belgium. It is a harsh sanction for offenders, since it deprives them from their favourite pastime and cuts them off from their preferred social group. It is also cheaper to implement than other types of sanctions. In some jurisdictions, stadium bans can only be imposed by a court of Justice. In others, the Law includes administrative bans, which can be imposed by local authorities.

Recommendation:

Perpetrators of violent incidents should be identified and properly sanctioned. Imposing a stadium ban on offenders is an effective sanction that should be further promoted and implemented.

Background information

Recommendation Rec (2010) 2 of the Standing Committee on hospitality principles when organising sports events.

http://www.coe.int/t/dg4/sport/resources/texts/Rec_2010_02_EN_Rec_Hospitality.pdf

Recommendation on the identification and treatment of offenders and the exchange of intelligence at the European Football Championships (EURO 2000) (T-RV/99/3)

http://www.coe.int/t/dg4/sport/resources/texts/sprec99.3_en.asp#TopOfPage

EU Handbook:

COUNCIL RESOLUTION of 3 June 2010 concerning an update of the handbook with recommendations for international police cooperation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2010:165:0001:0021:EN:PDF>

National Football Information Points:

COUNCIL DECISION of 25 April 2002 concerning security in connection with football matches with an international dimension

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CONSLEG:2002D0348:20070616:EN:PDF>

Speech of Franco Frattini, European Commissioner responsible for Justice, Freedom and Security, closing intervention on violence in sport at the high level Conference “Towards an EU strategy against violence in sport”, Brussels, 29 November 2007:

<http://europa.eu/rapid/pressReleasesAction.do?reference=SPEECH/07/766&format=HTML&aged=0&ndlanguage=EN&guiLanguage=en>

Combating Football Crowd Disorder at the European Level: An Ongoing Institutionalisation of the Control of Deviance, Anastassia Tsoukala, University of Paris XI and Paris V-Sorbonne University

<http://www2.warwick.ac.uk/fac/soc/law/elj/eslj/issues/volume7/number2/tsoukala/>

Further reading:

- Clifford Stott, Otto Adang, Andrew Livingstone, and Martina Schreiber: *TACKLING FOOTBALL HOOLIGANISM - A Quantitative Study of Public Order, Policing and Crowd Psychology*; Psychology, Public Policy, and Law, 2008, Vol. 14, No. 2, 115-141;
- Stephen Reicher, Clifford Stott, John Drury, Otto Adang, Patrick Cronin, and Andrew Livingstone (2007): *Knowledge-Based Public Order Policing: Principles and Practice*, Policing, Volume 1, Number 4, pp. 403-415;
- Stephen Reicher, Clifford Stott, Patrick Cronin, Otto Adang : *An integrated approach to crowd psychology and public order policing*, Policing: An International Journal of Police Strategies and Management, Vol. 27 No. 4, 2004, pp. 558-572

- Anastassia Tsoukala (2009): *Football Hooliganism in Europe. Security and Civil Liberties in the Balance*, Palgrave Macmillan, 2009

V. Sports events and the public



Context and issues at stake

► Today, the public plays a central role in sports events. The originally passive spectator has become a full-fledged actor, a protagonist in the event.

Who are the supporters?

The supporters are those who identify themselves with a football team, develop an emotional relationship with a club and get actively involved as match spectators, where they cheer on their team in the stadium.

Supporting exists in all sports. It is a universal phenomenon found in amateur as well as professional sport. Nevertheless, there are many more supporters for professional clubs, not only in the town where the club is situated, but also much further afield²⁴.

Supporters engage everyone's attention (literally and figuratively) because they are the object of a double challenge: the commercial one and the security one.

For sports clubs, supporters represent an important financial stake. They directly fund the club by buying entrance tickets and merchandise (t-shirts, gadgets etc.). Above all, the "supporter potential" of a club, that's to say the supporters' level of penetrating the market, determines the sums brought in by sponsors and the rights to audiovisual broadcasting.

The other major issue related to supporters is security, which concerns public authorities and the clubs, jointly in charge of managing the sports event. Effectively, most of the risks related to matches – and espe-

cially football matches – come from the spectators themselves. It's a classic paradox: safety measures are vital for protecting the public, but at the same time they directly, and sometimes coercively, target part of this very group.

What kind of violence?

In terms of safety, even though fatal disasters that have taken place in stadiums in the past may have been the result of unsatisfactory organisation or inadequate infrastructures, the main problem provoking insecurity is violence among supporters.

Since football has become a great spectator's sport, there is a form of spontaneous violence that concerns all spectators. Besides incidents taking place within crowds, this violence stems from the fact that supporters identify themselves with their teams and also with competitive attitudes, which leads to cohesion within a group and resentment between groups.

Alcohol consumption is a further risk factor that authorities try to control. It should be noted that beer drinking, integral to supporter culture, is often encouraged for commercial reasons (e.g. the tournament in Belgium is named after a beer: "The J..... League"!). Management techniques described elsewhere in this publication limit the negative outcomes that could be caused here, and to a certain extent often prevent them before they arise.

But some supporters are involved in premeditated and occasionally organised violence caused by fairly complex psycho-social reasons, posing more specific problems in terms of managing the sports event. This form of violence is universal and emerged in Europe in the 60s, before spreading to other continents.

There is a tendency, especially in the media, to label all aggressive fans "hooligans", and all violent fan behaviour, "hooliganism". However the reality is more subtle and although, as we have seen, there are different forms of violence, over the last ten years "sup-

24- cf Lesténier, *Le supporterisme à distance* (supporting from afar)

porterism” has evolved to show that there are also different perpetrators of violence at sports events, especially in football, the most popular sport. In the same way, supporter violence (in the sense of physical attacks or vandalism) is not the only security problem at sports events, especially since the development of the “ultra” movement across Europe and beyond. The use of pyrotechnics (Bengal lights, smoke devices or flares) in stadiums provokes frequent difficulties during national and international matches.

“Hooltras”?

Like the majority of specialised contemporary researchers of supporters, Nicolas Hourcade, sociologist at l'Ecole Centrale in Lyon (France), distinguishes two types of extreme supporters with distinct cultural influences and origin: Anglo-Saxons on one side, Italians on the other. On the one hand hooligans, or “hools”, form informal groups focused on the pursuit of violence and affirming their masculinity.

On the other hand, ‘ultras’ form structured associations and invest themselves heavily in supporting a team and animating a stadium. They get involved in the life of the club and the world of football and resort to violence to “get respect” from adverse supporters or to “be understood” by football managers.

Thus ultras and hooligans resort to violence in different ways. Hooligans assume violence and often plan it in advance, even when they are away from the stadium and the police (for example “fights”, which are pre-arranged brawls, sometimes take place in forests). Ultras have a much more ambiguous relationship with violence: it is rare, not a priority and only involves a small number of people, but it is also important because it is used by groups of ultras to resolve their conflicts. Hourcade notes that ultras and hooligans differentiate themselves both by their method of organisation as well as their relationship with football, with on one hand groups looking to stir up strong emotions,

and on the other associations, in which ultras are much more engaged than hooligans, which function like social movements.

Through activities led by Efus over the last ten years, we have noticed that local as well as national security measures for sports event management, especially in football, target specific groups of fans inconsistently in terms of commitment and efficiency.

Recommendation:

Develop tools for understanding and analysing the supporters phenomenon, from their behaviour to the way they work together.

Good practice:

The Green Paper on Supporters (Hourcade and Mignon) by the Secretary for Sports of the French Republic.

http://www.sports.gouv.fr/IMG/pdf/LivreVertSupporters_17x24_Int_web.pdf

Clubs’ relationship to supporters

Encourage a specific rapport

For economic and also security reasons, clubs are obliged to create a specific relationship with their supporters. The combined involvement of the club and its supporters in a cooperative approach (ideally partnership) calls for a recognition of each other’s rights. This process involves contact, dialogue and exchanging ideas, as well as recognising the needs and expectations of the other.

Formalising the approach in the form of a supporters Charter requires preliminary dialogue; it gives the approach a permanent status, whilst still acting as a point of reference.

Some clubs have a proactive approach and value official fan clubs - even advocate their creation - and in any case give them the opportunity to consult club managers.

In terms of practicality, communication and consultation spaces are organised within the club, in the form of regular meetings, facilitating dialogue and interaction, whilst still maintaining mutual involvement from each party. Associating supporters with club life gives them a sense of responsibility.

Create a permanent structure

Designating a delegate for relations with supporters, within the club's leadership, guarantees support from and regular communication with fan clubs. Furthermore, it gives their approach credibility. There are also fixed and permanent structures which manage all aspects of club-supporter relations (ticketing, match timetables, information, organising away games, payment). These "supporter departments" are established in the club's infrastructure, and constitute a privileged interface between the club and the public.

Beyond developing internal relations between club and supporters, it is important to encourage the relationship between supporters and rival clubs, during matches, but also at other times (e.g. the work of Aficiones Unidas (Spain) and Fair Fans (Denmark)).

Recommendations:

Encourage or support the creation of a supporters department, the designation of a supporter representative and the development of a supporters Charter. Promote preliminary dialogue as part of a structured but friendly framework between rival supporters during or outside matches.

Good practice: Liege, (Belgium)

"Famille des Rouches" at the Standard of Liege, legal and administrative association that joins together all official fan clubs and organisation groups (siders, ultras) in a mixed joint management structure involving

club managers and supporters.

<http://standard.sudpresse.be/supporter/famille-de-rouches/la-famille-des-rouches-91.htm?lng=fr>

Good practices

Germany – DFB, German Football Federation: supporters department and supporters representative

Italy – the Fair Play Village in Genoa offers supporters of the city and other clubs a place to relax during matches for the whole season.

Genoa Club for Children (Genoa) with street children: 150 children in a reserved seating area (membership is sold for the symbolic price of €1) who operate under self-management in the stadium and benefit from targeted social work. Emphasis is put on ownership by the children and on the feeling of belonging to a positive project.

<http://www.genoaclubforchildren.org/>

Spain – Aficiones Unidas is a supporters federation which brings together 47 federations of fan clubs representing 600,000 members across the country and organises social activities with fans from rival clubs. <http://www.afepe.org/>

Sweden, AIK Solna – Youth Café on the day of matches: an alcohol-free zone, near the stadium, with cultural shows and fun activities for youths (music concerts, modern dance shows, etc.) with the aim of creating a positive atmosphere. Another initiative, the Family Day, is an annual festival for families particularly aimed towards women and children.

Denmark – Fair Fans from the federation of fan clubs in Denmark is based on the concept of a fair play team outside the championship and its supporters

adhering to positive sports and football values. The idea is to create an opportunity for encounter that goes beyond inter-club rivalries <http://www.fairfans.dk/>

Lille, (France) – Doggies (LOSC club, Lille) is a fan club which supervises young supporters by teaching them positive values like fair-play and fighting against discrimination (racism, homophobia, disabilities, etc.). Pre-match gatherings are organised with fan clubs from the rival team, as well as cultural visits (museums etc.) in the cities where the matches take place.

Permanent support from fans: “fan coaching”

More often than not the target is the troublesome supporters; the margins of society who organise themselves independently from official fan clubs and often pose problems in terms of public safety: violence (hooligans) or lack of respect for safety regulations (for example regarding pyrotechnics - often the case with the ultras).

Training fans can be a continuous process and targets a specific group of the public. Thus “fan coaching” consists of supporting fans during home as well as away matches. The fan coach carries out continuous educational and social work during the week and on non-match days, by organising structured educational activities and social support for fans.

There are three countries with a particularly advanced method of fan coaching: Germany (47 official fan projects supported and funded by the authorities), the Netherlands and Belgium.

Fan coaching teams are made up of educational or social workers who work under a professional contract in a local community, in the form of a partnership with the football club.

Experience shows the importance of leading and funding these educational and social initiatives (at least partly) by public authorities and not only by the club. If the club is involved in co-managing fan projects, management should also take place outside the club. Es-

entially it is important that fan coaching be financially independent of the club, in order to avoid tension and conflicts of interest. It is also important for fan coaching to be independent of security services and the police, even if they work in close cooperation.

The project workers' and supporters' social skills are a precious resource for the club, that allow it to carry out long term prevention work. Fan coaching and other activities intended for fans foster knowledge (and especially scientific studies as is the case in Germany, the Netherlands and Belgium) of the behaviour, incentives and functioning of target supporters groups.

Hence, the sports event and football stadium become proactive prevention tools in order to get in touch with the city's youth population through educational and social work.

Good practices

Germany – Fan projekte

<http://www.fanprojekt-berlin.de/>

Belgium, Liege Fan coaching

<https://besafe.ibz.be/Publications/Pr%C3%A9vention%20de%20la%20violence%20li%C3%A9%20au%20football.pdf>

Managing international events

Supporter ambassadors

International sports events have a policy of hospitality and nowadays countries hosting big competitions arrange a special welcome for foreign supporters. France kicked off this trend in the 1998 World Cup, and Belgium and the Netherlands in the Euro 2000 laid the foundations. The 2006 World Cup in Germany was noteworthy in this manner, employing the slogan “Welt Gast als Freunde” (time for friendship).

A possible tool that host countries can use to turn this philosophy into reality is the “Fan Embassy”.

Fan embassies are set up in cities hosting international tournaments (World Cup or UEFA Championship). These are information points for foreign supporters, where they can consult staff who speak their language and understand their culture in order to get help and information on the competition (programme, ticket sales, accommodation, transport, leisure activities, match replays, lost or stolen documents, health care, etc.).

Fan embassies are a way of creating a continuous communication channel between fans and local and national authorities. In essence, it is vital to encourage quick and efficient circulation of information, insofar as a tournament is by definition a quickly and constantly changing event. It is therefore vital to have an adaptable scheme which allows to follow in real time the evolution of the situation in and around the stadium. The Fan Embassy constitutes the official and privileged link between national authorities, host city authorities, the tournament organiser and all of the supporters.

See Recommendation Rec (2003) 1 of the Standing Committee on the role of social and educational measures in the prevention of violence in sport and handbook on the prevention of violence in sport

http://www.coe.int/t/dg4/sport/resources/texts/sprec03.1_en.asp

Relationship between fans and the Police

The relationship between the fans and the police is extremely important with regards to international tournaments. The violent and criminal attacks against the French policeman Daniel Nivel²⁵ tarnished the image of the 1998 World Cup in France, and there have been

25- The French policeman Daniel Nivel was attacked by a group of German hooligans on 21st June 1998 near Félix-Bollaert stadium in Lens, during a Germany-Yugoslavia match, during the World Cup. After the attack he remained comatose for six weeks. He has been disabled ever since.

fights between policemen and hooligans at certain moments throughout the 2006 World Cup in Germany. In European countries Gunter Pilz, sociologist at the University of Hanover (Germany), observes an increase in the negative image of supporters and the police, and of the conflicts which divide them. After the European Cup 2012 in Poland and Ukraine, the 2016 European Cup in France, in 2016, will be the opportunity to measure how fan culture has evolved.

On this basis, a Franco-German association for the fight against violence in football, “Nivel Foundation”, carries out mixed workshops organised by psychologists on the topic “Fans and the Police: putting an end to prejudice”. This tackles the prevention of violence on the part of the Police by breaking down the prejudices that make police and supporters enemies. The relationship between police and supporters is certainly an important issue in the management of sports events. A better understanding of each other will diffuse tension and prevent certain situations from escalating into violence.

In Germany, and particularly Hanover, the police implement “tension easing” strategies and follow a conflict management policy directed towards prevention.

Recommendation

Prevention and tension reducing police strategies respond to tensions with supporters which could help to prevent a situation descending into violence.

Good practice

France/Germany – Nivel Stiftung Foundation: between the police and supporters promote an image of each other not based on the notion of “enemy” by sharing specialists’ scientific expertise and skills.

International matches as an intercultural learning opportunity

International tournaments, such as Eurofoot or the World Cup, are an occasion to involve young people and promote intercultural learning, such as intellectual awareness and tolerance of the other. With the initiative “Supporters Generation”, the French Fan club Federation organises exchanges between young supporters of clubs in host families. On a larger scale, at every international tournament the Franco-German Youth Office (OFAJ) sets up a vast exchange programme for French and German youths. In the same vein, during the Women’s World Cup in Germany in 2010, OFAJ imparted training sessions to volunteers working in the stadiums, focused on the notion of interculturality.

Setting up educational projects for young supporters, as well as deploying multinational prevention forces at big tournaments, are other pathways which remain to be explored.

VI. Sporting events and local population: a stadium in the city



An “open stadium” for the community

➤ Nowadays, clubs assume a greater social responsibility than in the past and consider that football is not limited to games and competitions but also plays a role in the community. Even though the actual sporting event remains the main attraction for the public and the media, football also has a positive influence on a social community. The club is particularly well suited to carry out schemes addressing social needs by developing adequate partnerships, especially with local authorities.

Thanks to its prestige and influence on the younger population, the club has a social role in a neighbourhood or a city. Beyond this, it can be used as a lever to support broader social policies. It may become a real driver for promoting sporting activities as well as encouraging youngsters’ education and supporting citizen integration.

The stadium may act as a social element linking the different actors within an urban community. As an integral part of a sporting policy associated to urban policies, the stadium is an important tool local authorities can use for their local policy.

Here are a few examples of such schemes: organising remedial classes at the stadium for struggling pupils,

promoting football practices in underprivileged neighbourhoods through amateur tournaments supported by professional players or campaigning for tolerance and fight against racism.

These schemes are common in England where “Community” programmes have been implemented in every club. For the past four years, Belgium has been developing the “Open Stadium” programme. These activities aim to promote community work and highlight the social impact of football clubs as well as spread positive sporting values in society.

Similarly, the stadium may open to culture through hosting art exhibitions, offering lectures and discussions on societal topics or by organising theatre workshops for the younger fans. By opening up to artistic disciplines, the football stadium becomes an integral part of the life of the city. In Berlin, the “Brot und Spiele” (bread and games) association organises an international film festival on football (“11 mm”) which attracts a large audience of fans (showing their own productions alongside professional directors) as well as citizens interested in discussions on social issues.

The social role of sports clubs should be highlighted. According to Patrick Mignon, a sociologist from the French National Institute of Sport, Expertise and Performance (INSEP), clubs are not only showcasing a performance for the general public but also contributing to the promotion of sporting activities, particularly amongst the underprivileged population. In addition, they contribute to create a feeling of belonging among inhabitants of the city.

Resolution 172 of the Council of Europe on the prevention of violence in sport, in particular at football matches: the role of local and regional authorities

<https://wcd.coe.int/ViewDoc.jsp?id=816331&Site=COE>

Good practices

The “Open Stadium” programme in Belgium: Liege and Charleroi

<http://www.openstadium.be/Francais/Stade-Ouvert/page.aspx/22>

The “Community” programmes in the UK: Leyton Orient FC, Leeds FC, Brent, Liverpool FC, Arsenal

<http://www.arsenal.com/the-club/community>

The stadium and population from surrounding neighbourhoods

A stadium in a city is a festive element and provides meeting opportunities for local people. It also has an economic impact on neighbouring businesses, which benefit from football events. However, these events may also generate nuisances for residents: traffic and parking issues on match days, fans urinating on walls and in doorways, deterioration of vehicles and homes, uncontrolled waste disposal, etc.

Experience shows that the population in nearby neighbourhoods develop a love/hate relationship with “their” stadium, with which they have a strong emotional bond, especially when it is associated with a specific neighbourhood (these may benefit from the stadium’s worldwide popularity such as the San Siro in Milan or the London Wembley Stadium). However, the locals may also resent their stadium because of the unavoidable and regular nuisances arising from football games, and perceive the stadium as a continuous burden to their neighbourhood.

Local authorities in cities with large football stadiums all face the same dilemma of responding to the residents’ regular complaints while ensuring optimum conditions for the sporting event (i.e. in terms of security which requires a significant police presence as well as traffic restrictions). Their urban management policies must take into account the presence of the sta-

dium in the city, and the events that take place there, while at the same time ensuring the quality of life of local inhabitants.

Recommendations:

Include neighbourhood representatives or local residents on advisory committees for club safety. Or organise meetings near stadiums with residents, clubs and local authorities.

Take sporting events into account when deciding on local safety or when surveying the population (see “Safety Monitor”) while ensuring nuisances are kept to a minimum.

Unlike national tournaments, which take place throughout the year, international tournaments are held on an ad hoc basis and on a large scale. Experience shows that involving residents has a positive impact on this type of event. This is particularly true from a security point of view with cooperation between all actors (during the Euro 2000 for example). It also has a positive impact a country’s social dynamic (see the “Sommermärchen” during the World Cup in Germany in 2006).

Social issues: drugs, racism, street crime

Local governments in Europe are facing deep-rooted social issues such as drug use, juvenile delinquency or racism linked to migration flows. Even though playing a sport, particularly football, may contribute to preventive actions, the primary aim of a sports club is not to address these social issues nor provide solutions. In the long term, it may however be a useful tool for social integration and certain measures will benefit from such sporting activities.

As such, the Homeless World Cup²⁶ is an interesting example. The international tournament was created over ten years ago and is organised annually in a different city

(Paris in 2011, Mexico in 2012). In this programme, football is used as a catalyst to help homeless or severely marginalised people to “change their lives” and more specifically break out of their isolation. In Berlin, the “Sport Jugend” initiative combines football and education to prevent crime in problem areas of the city. In Italy, the city of Rome has been promoting citizenship in schools by involving local famous football players. In Germany, the Mannheim ice hockey club works alongside schools during prevention actions against drugs. These actions are also carried out in partnership with the police. In France, the PSG football club in a partnership with “SOS Racisme” (French anti-racist NGO) and the International League against Racism and Anti-Semitism (LICRA) has developed a programme to fight against racist demonstrations in the Parc des Princes Stadium in Paris.

Good practices

The “Die Adler Mannheim” Ice-Hockey Club

This ice hockey club, which is one of the top clubs in the German championship, carries out prevention schemes against drug use in partnership with the police. Star players from the club visit local Mannheim schools to meet the children and discuss issues related to drug addiction. During matches in the SAP-Arena stadium, players take part in debates and sign autographs on teaching material.

Standard Liege: “Passion, difference, tolerance: citizens of the stadium, citizens of the world” campaign and visits to the Auschwitz and Buchenwald concentration camps by football supporters

26- <http://www.homelessworldcup.org/>

VII. Amateur sport



Amateur sport has an educational role as it is accessible to a large number of people and it allows local participation. This makes it a valuable tool for crime prevention. Virtually all European local authorities, major cities and towns, have an amateur football club. For example, the Spanish Football Association has 700,000 members, the Belgian Football Union 470,000, the French Football Federation 2.2 million and the German Football Association 6.7 million.

In all European countries, the question arises as to whether amateur clubs are equipped to carry out social or educational missions and meet today's challenges. Their sporting objectives often clash with a social inclusion approach. Successful sports clubs will select their members in order to reach the highest sporting levels, i.e. those with the best sporting capacities and social skills. When a sports club excludes those with difficulties, it excludes those who most need it.

Furthermore, to remain at the top of its game, the club will tend to focus exclusively on “its” sport and to ignore what happens outside, in particular because the amount of subsidies it receives (most often from the municipa-

In some urban areas recognised as “difficult”, the sports club is the only formal structure present on a permanent basis. It provides guidance and daily activities. Stadiums are often open every evening and become an additional shared area in the city. When clubs develop football activities while reaching out to the widest audience of local youths through socio-educational actions and ensuring these youngsters are properly involved in these activities, amateur football promotes social inclusion and creates social ties.

Violence is sometimes rife in some clubs. These clubs are often stigmatised by the federations, the institutional authorities and even by the general public, and thus contribute to the negative image of a neighbourhood or a group of population. However, the presence of a football club can also bring a positive image to an urban area by valuing its population, provided it combines athletic performance and long-term excellent attitude.

Sport is a focal point to get a young person to take part in structured and structuring activities within a club. These can supplement school if the framework is not

27- Most amateur clubs only promote one sport. In clubs offering several sporting activities, if a young person who is well integrated in his club fails in one sport, he/she may try another one.

rigid. Experience shows that, even though isolated actions for raising awareness (i.e. a day against racism or against violence) may be successful, long-term work, particularly in partnership with the police, is necessary.

Besides professional support for amateur club managers and volunteers who need to be assisted during their work, coaches who may be competent in their field will also need proper training as they may not be correctly equipped to deal with challenging youths. Supervision is usually on a volunteer basis and coaches play a key role. Agreements need to be established between the school and the clubs and must include consultation with the families. The municipality can supervise the implementation of these conventions which will then be included into a broader prevention policy. The same applies to the training of referees who may assume an important educational role as they represent the rules and can teach young people to comply with these rules. Similarly, the training of young referees has a direct positive effect in terms of prevention.

The importance of the relationship between the club and the city

The relationship between the club and the city is fundamental to a sporting project. The quality of the social work to be achieved also depends on this relationship. The club represents a true benefit for locals (members are citizens) as it provides a service to the community by organising and supervising a sporting activity. It also plays a social role by reaching out to the younger generation through educational activities thus contributing to their citizenship education. Unlike school, which is mandatory, the practice of amateur sport is voluntary, which gives the club an advantage for teaching youngsters about avoiding problem behaviours. Following a youngster's violent behaviour, experience has shown that the use of a restorative sanc-

tion, to be carried out within the club and in a sporting context, and therefore based on the youngster's passion, has a greater educational impact.

Limited means to supervise a challenging young population

The work of Patrick Mignon, from the Laboratory of Sociology of Sport of the French National Institute of Sport, Expertise and Performance (INSEP), demonstrates the importance of amateur sport and sports clubs for structuring a society. He notes however that statistics indicating a growth in sporting activities do not match that of the sports clubs because their practice is done outside the federations. Similarly, because of the large turnover of people regularly playing a sport, relationships between these people, the club leaders and the parents are difficult to establish. Two telling examples of "sport zapping" in France: the turnover is approximately 30% every year for basketball, whereas it reaches 50% for judo. The problem of violence in amateur football (violence between players, against referees, verbal abuse, theft, etc.) reveals the clubs have little means to supervise challenging youths and address their educational shortcomings.

Patrick Mignon has shown that amateur sport does not fully facilitate integration. For a young person to be part of a club, he/she needs to be well integrated in society, i.e. have a job, be educated and have disposable income. The clubs are struggling to rally and keep those whose sporting ability is insufficient. It is also difficult to attract people from underprivileged neighbourhoods. Patrick Mignon emphasises that youngsters may feel disheartened by the way clubs select their members on their sporting ability by focusing on competitiveness. For amateur sport to have a proper social role, clubs should welcome those who are usually excluded from the activity. Beyond that, clubs should emphasise sociability as a means of pacifying behaviour and strengthening their relationships with

their institutional and associative environment by including their prevention in a dynamic network.

When the performances of an amateur club improve, this club receives further funding. This may favour (unintended) social exclusion. This vicious circle can evolve into a “virtuous” circle when a club which is socially committed improves its sporting performances. Then its social action reinforces its sporting action and brings economic benefits.

Fostering relationships between clubs to prevent violence

In France and in most European countries, football is the most popular sport. It has the largest number of members and spectators, but most cases of violence in sport occur during football matches. Unlike basketball and handball which are similar sports, i.e. team sports with physical contact between players, football club members rarely know one another, so self-regulation within a group is virtually nonexistent. This is largely due to the fact that there are a large number of football clubs.

By organising further friendly games between clubs and by creating exchanges in other places and contexts, the relationships between players from different clubs could be stronger. In turn, this would promote behaviour regulation by the group. A study on violence amongst amateur football players has been carried out through collaboration between the Universities of Lille and Artois (see reference at the end of this chapter). This has shown that clubs where players exhibit less “hostile violence” (as opposed to “instrumental violence”, which is used to affect the player’s performance) are those where the leaders are involved in institutional committees or federation commissions (referee, discipline, etc...). These leaders ensure a sporting standard is in place and the rules are complied with within their own structure. However, clubs with most incidents are those whose leaders (and players)

separate themselves from their institutions and receive little external input.

Integrating a social and educational action in clubs

It is vital that managers and players consider that their action as a sports club must integrate a social and educational dimension. However, this requires that governments provide national and local sports clubs appropriate means to bear the brunt of social difficulties, especially when these clubs are located in problematic neighbourhoods where social problems of large cities are concentrated.

The role of local authorities is critical since, in most cases, they own the sports facilities. Close collaborations between municipalities and amateur sports clubs (such as “Night Sport” in Germany and in Spain by the city of Gijón) have shown that combining sporting activities with a local prevention policy can have a direct positive impact on specific problems of juvenile delinquency in targeted locations.

Good practices

France

The Seine-Saint-Denis “District Football Amateur”

In the Paris region, the department of Seine-Saint-Denis (with a population of 1.5 million) is often presented as a typical example of a “French suburb.” It includes 40 towns and major infrastructures, such as the Charles de Gaulle airport, the industrial and services area of the Plaine Saint Denis and the Stade de France. It also has the youngest population of France, high unemployment, low rate of graduates, low incomes and a high percentage of residents from an immigration background (57% from 150 different nationalities).

The department has only one professional football

club, the Red Star of Saint-Ouen (one of the oldest clubs in France, founded in 1897 by Jules Rimet). The “District du Football Amateur” is a decentralised unit of the French Football Federation. It includes 220 clubs, 30,000 licensees, 340 referees and organises 15,000 games every year.

The District is dedicated to the “citizen club” approach and as such, has developed “Top foot”, a sports and social project through activities in the neighbourhoods. These activities may not only involve football but may include video or percussion workshops with young players as well as actions in schools where coaches meet with the children. “Football and culture” trips abroad are organised, sometimes to prestigious clubs such as the Real Madrid. The Amateur Football Cup Final is organised at the Stade de France. The District is currently developing the “Land of Football” project for amateur players which will include a social and educational aspect.

The Observatory on Behaviour in amateur football

The French Football Federation Observatory on Behaviour is a statistical tool created in 2006 in order to have an objective and quantified understanding of physical violence (assault with a weapon, pushing, assault, attempted assault), verbal violence (threats, offensive or abusive language), antisocial behaviour (spitting, obscene gestures, throwing), damage to public or private property (damage, theft, fire), as well as racist acts that occur before, during or after a regional or national football game. The Observatory on Behaviour in Amateur Football provides a quantitative estimate including comparisons between involved categories or between different types of violence.

It regularly monitors violence in amateur football, analyses incidents recorded (both quantitatively and qualitatively) with the assistance of a group of experts from different disciplines (sociologists, social psychologists and representatives of the French National Observa-

tory on Delinquency and Criminal Justice Response). It also contributes to the definition of action plans: preventing the risk of violence, compensation, help and support to the local initiatives of the leagues and clubs as well as awareness campaigns.

Lille: Prevention integrated to a sports policy

A sports policy integrating tools for the prevention of violence is currently implemented by the sports department of the city of Lille working in close partnership with the local security contract. Sport is seen as a means of educating children and teenagers. Coaches are recruited on their skills as youth workers. The sports department has classic sports facilities (halls, stadiums and fields) in the neighbourhoods as well as local facilities for a sports practice without supervision.

Each club must include an educational dimension to its project to receive funding. In addition, the sports department provides a reference youth sports worker (one per club), which is the link between the municipality and the club. In parallel, the team of social mediators uses a local transversal approach to defuse conflicts and get unemployed youths involved in sports centres.

The municipal youth sports workers are present throughout the week in schools and neighbourhoods. To attract young people to clubs, local sporting activities are also provided by professional clubs such as the LMC (basketball) and LOSC (football).

Germany

- Präventionsmodell Berliner Jugendfußball (Sportjugendberlin + BFV)

<http://www.praeventionstag.de/nano.cms/dokumentation/details/1072>

Spain

Working with parents: “ Educación por los padres ”, Facultad de psicología del deporte, Universidad de Zaragoza

Recommendations:

Some recommendations are presented below so that practising a sport (especially football) in an amateur club has a positive influence and lasting effect on the prevention of violence within the younger population with the perspective of social prevention.

- It is a positive step for the club to develop relations with the external world (cultural or socio-educational) rather than staying focused exclusively on a sport project.
- Steps should be taken to create sports clubs or promote sporting activities in sensitive urban areas by organising local activities with professional clubs to attract young players.
- It is recommended to set up clubs offering a variety of sports so that the youngsters can practice several sports or switch to a different sport while remaining in the same club.
- The clubs located in underprivileged areas (for example, priority education areas in France) must be financially assisted. An educational dimension must be included to the sports project.

References:

- Williams NUYTENS, Nicolas PENIN (dir.), “ Football et violence ”, *Sciences and Motricité*, 72, 2011, Les Ulis, EDP Sciences.
- HIDRI NEYS Oumaya, PENIN Nicolas, *Quand les footballeuses en viennent aux mains... Le traitement institutionnel des violences des femmes dans le football amateur*, Champ pénal, Vol. VIII, 2011.
- GIMENO, F., SAENZ, A., ARINO, V. y AZNAR, M.

(2007). *Deportividad y violencia en el fútbol base: Un programa de evaluación y de prevención de partidos de riesgo*. Revista de Psicología del Deporte, 16(1), 103-118.

- - GIMENO, Fernando (2006), *Entrenando a padres y madres... Claves para una gestión eficaz de la relación con los padres y madres de jóvenes deportistas -guía de habilidades sociales para el entrenador*. (3ª edición). Gobierno de Aragón, Mira Editores, Zaragoza.
- STAHL, Silvester (2011). *Identität, Kohäsion, Kultur – eine mehrdimensionale Perspektive auf ethnische Sportvereine*. In: Sebastian Braun and Tina Nobis (Hrsg.). *Migration, Integration und Sport – Zivilgesellschaft vor Ort*. Wiesbaden: VS Verlag für Sozialwissenschaften, S. 63-82.
- MIGNON Patrick, “ Etats des lieux et évolution des pratiques physiques et sportives ”, *Activités physiques et santé*, INSERM, 2008 et “ Les maux du sport. La violence et le stade (1945 à nos jours) ”, in *Le phénomène sportif et la société française du milieu du 19ème siècle à nos jours* (dir. Philippe Têtard), Vuibert, 2006.

VIII.

A transverse and integrated approach



► Applying a transverse and integrated approach requires local cooperation on risk management and controlling adverse effects of security action, whilst all the while bearing in mind the role of the media in publicity. Moreover, this means guaranteeing the event security by adopting a pedagogical approach to controlling spectators' deviant behaviour (especially with regards to pyrotechnics) and adapting to changes caused by new forms of violence whilst still maintaining dialogue and a space of freedom for supporters.

Risk control and local cooperation

Usually, managing a sports event firstly entails a risk analysis stage which leads to matches being preliminarily classified as "ordinary", "risky" or "high risk"; each demanding specific security measures to be taken pre-match. The next step is operational risk management with the implementation of human resources and security device materials. This process is often part of an official local cooperation convention authorised by the national authorities.

At a local level, a partnership-based response should be used for event management problems. This means guaranteeing the coordination of local actors from different sectors and different initial missions with the need to bring together the social actors (Fan coaching or supporters projects with an educational and social goal) and

suppression actors responsible for maintaining order, with the help of specific professional groups such as fire-fighters or ambulances.

Managing law and order during a football match comes under a process of integrated management involving suppression strategies such as the police, and prevention schemes such as Fan coaching. In reality, this type of management is not simple. One of the coordination tasks will be to avoid conflict between them since, when in place, these schemes can contradict each other.

The local authority is often in charge of leading the coordination chain between the club (stadium manager and match organiser), the police and Fan coaching. This chain is made up of common different stages of risk management and is supported by a permanent exchange of information between these different security actors. From the viewpoint of event control (and thus reduction of uncertainty), the city's role of coordinator aims to guarantee a complete public response to risk factors with great transversality between actors, by considering that all those involved are important.

As mentioned in Chapter I, it is important to note that the Heysel drama in 1985 constitutes a pivotal date in match organisation in terms of situational security (infrastructure, police). The 90s have driven professional social prevention into football stadiums, especially in Germany, Belgium and the Netherlands, where supporters projects have been running for 20 years. Euro 2000 has spawned a new perception of event management which has been carried out for 10 years as an integrated process, with particular attention to hospitality and welcoming foreign supporters, and shunning the so-called "Robocop" approach which relies on a display of force and over-the-top responses to the least confrontation (see Chapter 2).

It should be observed that in an ideal situation, Fan coaching actors (with a social work philosophy) share the idea that through their work they contribute to

match security with a view to public order, with the end goal of guaranteeing that the event is a “family event” to be enjoyed by all spectators. Just as the police (with a public order philosophy) share the idea that Fan coaching, by virtue of its privileged position on the field with direct contact with the supporters, can bring in useful information in terms of atmosphere prior to a match but can in no circumstances expose an individual, at the risk of ruining the carefully built up relationship with the supporters.

In aiming to maintain permanent cooperation, the local authorities are able to calibrate different types of actors (policemen and social workers), who all have a similar objective: bringing order to sports events. This role is crucial for guaranteeing an integrated and transverse approach.

Recommendation:

Involve the supporter project (or social strategy) in match security meetings and in local consultative security commissions, and ensure permanent cooperation between the police and firemen or training targeted at ultras in the club.

Good practice

Match security commissions with cooperation between the social sector and the police under the aegis of the city and collaborative participation at meetings (Solna, Mannheim and Liege).

Controlling adverse effects of security

Managing a sports event can be the pretext for implementing exceptional security measures (this is also the case for certain festive or political demonstrations).

Security measures such as police supervision and video surveillance have become the norm and are now necessary. Despite all this, high-security processes in

stadiums can cause violence and incidents to move outside as well as to lower divisions where they are less publicly visible (since they are not covered so much by the media) and harder to control, due to a lack of funds in small towns which find themselves powerless in managing these situations. If we target the consequences by managing sports events solely using control measures, whilst ignoring working on the causes of the violence and not investing in social prevention, besides the fact that this puts small towns into difficulty, there is a real risk of slipping towards increasing security of the sporting environment (certain Italian actors have spoken about “militarising” stadiums).

Big, international football tournaments are often an occasion for having a large police presence. To give an example, the FIFA World Cup 2006 in Germany mobilized 250,000 policemen and 3,000 soldiers during the 64 matches spread out across one month. The police in charge of security in cities and around stadiums were supported by thousands of volunteers (stewards) and private security guards inside the stadiums as well as in Public Viewing Areas, and they also benefited from impeccable, modern sports infrastructures. The impressive funds designated for security and flawless event organisation have together controlled the risks of “Sommermärchen”, however they have not eliminated all types of excesses.

With more limited funds, Belgium tends to implement a radical, yet certainly efficient, system during national championships in the form of a “ticket-car combination” for visiting spectators (however this is being regulated by a ministerial order trying to limit its application). This system, known as a “combi”, only allows supporters to come to the stadium in official buses that will be parked right inside the sports area. Without a doubt, it has controlled the flows of rival team supporters and has eliminated contact between violent groups. However, besides the fact that this limits (and questions) individual freedom, it stops moderate sup-

porters from mixing and hence allowing potentially good-humoured interaction (and it obliges neutral supporters to take sides.) During European matches, this management system has provoked indignation and misunderstanding amongst supporters and local authorities visiting from other countries, because it stops them from exploring the host city and having any contact with the local population.

As Michel Marcus pointed out, at the time Executive Director of the European Forum for Urban Security, at the “Eurofan” congress in 2003, it is important to “find an equilibrium between security and freedom” at large events. More than ever...

Publicity and the role of the media

The media is an important factor to take into account. Essentially, when it lapses into sensationalism, thanks to the publicity brought by hooligans and ultras, the media can facilitate the escalation of violence and the phenomenon of groups recruiting violent supporters, as Patrick Mignon and Alain Ehrenberg have shown. At the same time, it generates “moral panic” amongst the population, which is often identified by specialists as one of the factors that set off hooliganism at the end of the 60s in England (World Cup 66), which then spread to the rest of the European continent and which we are still trying to control in 2012.

By contrast, in a context where freedom of expression is a social acquis, the media, a pillar of democracy, also (and above all) has a duty to inform citizens. The objective account of investigated social reality and the independence of the media in the face of power form the basis of our values in the rule of law.

Here, the 2006 World Cup in Germany provides a neat example of what should not be repeated: the desire to show that the organisation was perfect and the supporters and the population were well-behaved during the great football festival provoked a surrealist shift between reality and the image broadcast in the media (censored)

by public and private organisers with the population, particularly at an international level.

Despite considerable police and military presence and 1.5 billion euros of funds for public services, the event, which only lasted for one month, produced colossal figures: 8,935 arrests, 862 injured (a third of whom were policemen) and 7,212 offences (source: German Ministry of the Interior, August 2006). According to the facts, serious violence between supporters, or with the police, took place in Cologne, Stuttgart and Frankfurt, amongst others (most often in Public Viewing Areas).

Moreover, the media can help support the prevention steps, particularly by making them more credible to the public and by encouraging the political actors that support them. However, in terms of publicity, it is important to note, that even if numerous prevention actors have an undeniable “know-how” and develop quality initiatives which give positive results visible on the ground, they often do not ‘know how’ to spread the information, causing, besides a lack of public visibility of prevention, a lack of positive feedback and the possibility of current prevention projects losing momentum. For this reason, an interesting initiative was launched by the city of Brussels, the Council of Europe and UEFA to commemorate the 20th anniversary of the Heysel drama, in the form of the “European Football Supporter Award”. It is an annual prize awarded to a supporters project that has developed positive initiatives on the prevention of violence in sport and develops an international communication strategy (the EFSA was awarded to “Genoa for Children” in 2006 and the not-for-profit organisation Fan Coaching in 2011).

Pedagogical approach and use of pyrotechnics

The use of pyrotechnics by supporters and mostly by the ultra movement, thus having become a “brand image”, has become a part of sports events, particularly at football matches, but it can also be found in basketball or ice-hockey stadiums.

It is important to realise that in all European countries regulations relying on sanctions are not working. For ten years, rather than improving, the phenomenon has only spread further, become stronger and well established. Furthermore, it is a major source of conflict between club directors and supporters, who see themselves as misunderstood, just like the ultra fans who proclaim that they are “victimised in the face of police repression” who target them in an apparently stigmatising way.

On one hand, fireworks can cause serious burns and smoke grenades can create serious breathing difficulties. As mentioned in the previous chapters, using them without supervision poses a serious danger for all spectators.

On the other hand, ultra supporters see them as an integral part of their culture and believe that they go hand in hand with the event in the stadium. Their argument relies on positive publicity from the media about fireworks and the fact that numerous spectators (as well as players) enjoy this “joyful atmosphere”. Furthermore, they believe that they are in total control and assure that they minimize the risks.

The official solutions for dealing with this leave little room for manoeuvre. In practice, faced with the relative efficiency of sanctions, and overwhelmed by the heavy fines imposed by national and international federations in order to sanction the use of pyrotechnics (for example, Hanover 96 had to pay 45,000 euros to UEFA following a Europa League match in Copenhagen), most club security officials are restricted to sorting out “official arrangements” with supporters groups that aren’t necessarily radical.

A concrete example concerning numerous small and large European clubs: informal deals are established between supporters and clubs where a guarantee of no fireworks or smoke grenades at matches is exchanged for ticket quotas for away matches.

A solution should therefore begin to be developed with sustained actions and long and medium term initia-

tives. Certain cities (Genoa, Liege, Mannheim, Solna) have set up educational approaches to try and respond to the use of pyrotechnics by certain supporters groups by setting up awareness initiatives (poster, video or multimedia campaigns) and even training programmes targeted at ultras and provided by police and fire fighters within the club.

It should be highlighted that in numerous countries, training stewards specifically includes a pyrotechnic aspect. It should also be noted that for volunteers at international tournaments, it is good practice to integrate “conflict management” and “intercultural aspects” into the training programme.

Recommendation:

Develop pedagogical approaches to try and respond to the use of pyrotechnics by certain supporters groups by setting up awareness initiatives (poster, video or multimedia campaigns).

Good practice

Prevention of the use of pyrotechnics: raising awareness clips, Standard de Liege

EN <http://standard.sudpresse.be/multimedia/videos/details-video.htm?lng=frandtarget=615>

FR <http://standard.sudpresse.be/multimedia/videos/details-video.htm?lng=frandtarget=613>

Supporter freedom in a safe event

Will football and violence forever go hand in hand?

Violence in football is woven into the fabric of our society. Often the perpetrators of this violence are youths with a system of values linked to a specific sub-culture. For these young adults, the weekend of football offers an escape from everyday life and allows them to act without limits.

Over the years, images of vandalism and physical vio-

lence, or even riots, caused by football fans have all been very similar... However, the causes and development of this violence are constantly changing.

In terms of security management, the changing nature of the issue is hugely important and forces security officials to constantly reconsider and adapt their actions in order to maintain control over the phenomenon. Other than the search for instant pleasure, group violence committed by classic hooligans is considered as a way to increase self-esteem and create a positive identity. This violence is also considered as being instrumental, given that it tends towards defending territory or rather, territorial primacy. The most recent violence from certain “ultra” groups is also instrumental but it has an essentially reactionary nature, in that this violence is taken as a “response” to repression, even if the subject is particularly controversial...

Insofar as patterns of violence vary, security officials must thus vary their actions and intervention. If controlling this violence should continue to be significant, the police and their partners’ work should take place prior to a specific act of preventable violence, and this will influence the contemporary development of the concept of police intervention.

As mentioned in Chapter V, sharing security management with supporters brings a certain added-value to security on match days by relying on dialogue with supporters. At this level, the knowledge gained from scientific research and European experience is particularly useful. Essentially, football fans, youths or younger, who fill the stands in a stadium are not necessarily all exclusively potential trouble-makers. Above all they are citizens for whom “civic management” of security is a basic right.

We have noticed that it is still necessary for fans from rival teams to be separated on match days, not only in the stadium, but also in the entrance and exit walkways. The ritual of some being offensive and others defensive in terms of territory, causing violence,

remains a reality and should be controlled appropriately. Despite all this, there is still room for security improvements, particularly police intervention, and implementing alternative strategies that encourage dialogue instead of a confrontational approach.

The situation is not simple since the police and the supporters have different perspectives on the issue of security. The fairly strict accompanying of visiting supporters by the police on arriving and leaving matches is more or less considered unsuitable or even arbitrary by supporters due to the lack of space for the action. This is particularly the case with Ultras, amongst whom there is an increasing notion that a negative perception of the police has developed, creating the idea of “enemy”.

As a concrete example, Michael Schütte, Head of Intervention at Hanover Police Directorate, has developed (in collaboration with Professor Gunter Pilz from the University of Hanover) a football intervention model based on “conflict managers” and aimed at the supporter. In the Bundesliga, policemen are directly in charge of supporters by being present to make contact with them and act as a source of information. This is very different from “spotters” since conflict managers do not try to collect information of intercept it, but they “participate” in the match with visiting supporters and accompany them as representatives in the stadium and during the away match. With the intervention of conflict managers (who rely on internet social networks), the attempt to guarantee appropriately the required separation of rival supporters whilst still maintaining their freedom and their action space has been carried out with a certain level of success. This initiative, which requires the support and cooperation of supporters, is being constantly developed and improved. It also contributes to an improvement of communication with supporters and aims, in the long term, to overcome mutual prejudices (negative images between supporters and the police).

Experience shows, and there are numerous concrete examples, that football supporters are open to dialogue with the police, the club security official and prevention agents, and that through communication and coordination, treating supporters respectfully can be achieved successfully by supporting them in their needs all the while efficiently maintaining a level of security adapted during the sports event.

IX. Public viewing areas



► **Public viewing areas²⁸ as a social phenomenon**

Over the past few years, there has been a huge increase in the number of football fans attending public viewing areas to watch a match on a large screen. They participate in sport events without actually attending matches. This phenomenon originated in bars and pubs, where customers can watch sports games on TV. The development of technology has brought about giant screens (generally 60 square metres), giving a new impetus to this form of watching sport games, and now there is a growing demand for this form of entertainment. The term “public viewing areas” has been coined. Watching a match at a public viewing area is an experience that is similar to being in the stadium: spectators feel the atmosphere and emotions of the group.

Consequently, more and more cities organise public viewing sessions of sport events and tournaments, either close to the venue or in large public squares. This is particularly the case with tournaments such as the FIFA World Cup and the UEFA European Championships, where viewings are organised in all the participating countries.

Some 14 million people watched matches in public viewing areas during the FIFA World Cup 2006 in Germany, versus 3.2 million spectators inside the stadiums. At the UEFA European Championship, there were approximately 2.5 million fans in Austria, while Switzerland had 4.5 million visitors at public viewing

²⁸ The text is based on the Council of Europe Recommendation on public viewing areas at large scale sports events

events. During the Euro 2008, the final between Germany and Spain gathered 60,000 people at the Vienna stadium, and some 300,000 people in public viewing areas at Berlin's Brandenburg Gate and in the centre of Madrid.

What are the reasons for the growing demand for watching sport games at public viewing areas? Apart from the influence of a specific environment on individual and group behaviour (see the research of R. Barker), a football match has a "ventilator" effect on the propagation of emotions (see the research of psychologist Katrin Döveling of Dresden University). Sports shows taking place in a specific place and time are amplified by the media, and have an emotional impact that goes well beyond the spectators who are present in the sports arena. Their impact goes beyond the frontiers of the country where they are taking place, and can become global.

There are also specific reasons for attending public viewing areas during international tournaments. This development was caused, *inter alia*, by the growing internationalisation of large sports events. Cheap and easy travel as well as the ease on travel restrictions have fuelled the popularity of sport tournaments and large sports events. The demand usually exceeds by far the number of available tickets. The fact that the number of tickets is limited and that they are usually pricey, combined with the overall festive atmosphere felt in countries and cities hosting sports tournaments, also spur the demand of supporters who want to "be there" without attending the match in the stadium.

Public viewing areas have also become focal points for fan 'get-togethers' on non-match days, during tournaments. This phenomenon has an important preventive aspect, as it provides entertainment for the public, who might otherwise get bored and spend their "off" time doing less socially acceptable activities such as excessive drinking and anti-social behaviour. Public viewing

areas are also a good way to prevent trouble caused by supporters who have tickets for the event, on "off" days, because they provide a suitable way of satisfying their need to "get the feel of the event" and be together.

Organising public viewing areas is also important in order to involve local inhabitants in the event, as was shown clearly during the Euro 2004 in Portugal. Public viewing areas have become popular for other types of events, such as domestic Leagues or Cup matches. Lastly, a growing number of people like to gather at public viewing areas to watch matches played by their national team abroad.

The reasons for a municipality to organise public viewing areas, in the city hosting the match or elsewhere, can be summarised as follows:

- during the tournaments: to provide safe entertainment for visiting supporters without tickets or on "off" days, in order to deter them from excessive drinking or other anti-social activities;
- to provide an opportunity for local youth groups and deprived neighbourhoods to participate in the event and develop positive emotions, and thus to defuse potential hostile reactions to the event;
- to provide positive entertainment for local residents.

The surge in the number of public viewing areas and the large crowds they attract mean that sports events organisers and cities must adopt organisational and security measures that are on a par with the measures taken to ensure security at the sport event itself.

It is generally recognised that public viewing areas represent a good way to prevent violence and trouble, as well as to enhance the festive atmosphere of the event, provided sufficient safety and security measures are taken. As in the preparation of the sports event itself, it is crucial to conduct a thorough risk assessment on all

the decisions that need to be taken prior to the event, in order to minimise all safety and security risks.

Risks connected with organising public viewing areas
Organising public viewing areas for large audiences entails the same risks and challenges as any other event that gathers large crowds, and requires a similar review of the security as well as measures for crowd management. All these events require careful preparation in order to avoid organisational chaos, frustration, overcrowding, technical failures etc.

There are also some risks specifically linked to the fact that these events are related to sports. First of all, supporters of rival teams cannot be separated in a public viewing area. Even though there are few conflicts among opposing supporters in international tournaments, there are some exceptions and organisers have to be on alert.

Also, there is a chance that some supporters known for being troublemakers or, more likely, other violent, antisocial persons may use public-viewing sites as a location for spontaneous or orchestrated clashes, particularly if they are drunk.

Recommendation:

Municipalities are recommended to organise public viewing areas as a good preventive measure against antisocial behaviour, but also to involve local inhabitants in the event, and to provide entertainment for a large public. Any decision on the organisation of public viewing areas should, however, be based on a risk assessment, and all necessary measures should be taken to minimise safety and security risks.

Basic conditions for organising public viewing areas

It should be stressed that public viewing areas can be organised by municipalities as part of their public policy. In that case, entrance is usually free of charge, and

the municipality is directly responsible for the event as it is its main organiser. Public viewings can also be organised as a commercial enterprise. In that case, there is an entrance fee. But even if it is not the main organiser, the municipality must comply with a certain number of obligations. In most cases, it is responsible for approving the viewing beforehand, for determining the necessary conditions, and for ensuring that the relevant legislation and conditions are respected.

Any organiser of public viewing areas should primarily ensure that the public can participate in this event in a friendly, enjoyable and safe environment. This requires a thorough risk assessment, which is done by the police. The fact that the public viewing area concerns a sport event entails a close cooperation between the organisers of the event, the police, the public health system, and other emergency agencies (see Chapter I on cooperation). Commercial interests should not override safety and security requirements. Also, if the organiser is a company not specialised in sports events, it might lack experience in how to deal with sport fans, in contrast to the sports bodies that traditionally organise sports events.

Another important factor to take into account is how local inhabitants will be affected by the public viewing area. It is important to give them all the appropriate information beforehand. Local supporters' clubs and fans organisations should not be forgotten. Actually, organising such an event represents a good opportunity for communication with the community of supporters.

As it is done in stadiums, alcohol consumption should be regulated. Without prejudice to national legislation, authorising the sale of low-alcohol beers may be a better option than a strict ban on alcohol. In any case, the public should be informed ahead of the event about the alcohol policy.

In the same way as organising sports events in stadiums, it is important to gather the necessary intelli-

gence to determine if there are specific risks or dangers caused by certain individuals or factors (a past defeat of the supporters' team, for instance, or other incidents).

Security checks are recommended at the entrance of the public viewing area, in particular to search for weapons and any other dangerous or forbidden objects.

The deployment and intervention of the police should be determined on the basis of a dynamic ongoing risk assessment. Sufficient police forces should be prepared for any necessary intervention. Mobility is crucial for these units. The visibility of these forces should be determined in the light of the level of risk and in accordance with local habits, however it is recommended to avoid a massive display of force (see Chapter IV on policing sport events). The deployment of plain clothes police officers can be a suitable and proven method of early intervention, conflict prevention and de-escalation provided that it conforms with local police tactics and traditions. Their task is to intervene immediately in probable cases of threats and danger (address persons potentially creating risk, ask them to observe appropriate standards of behaviour, execute preventive area bans and arrests).

Principles of organising public viewing areas

Organisers should follow the Council of Europe's Recommendation on public viewing areas at large scale sports events. Public viewing can and should be organised also for smaller events that also draw large numbers of spectators. In that case, it might not be necessary to implement all of the measures listed below. But it is always recommended to carry out a risk assessment on the nature of the event, the number and type of spectators expected, the history of similar past events, and on the proposed location of the public viewing area. It should also be stressed that the dimension of the event is not the only criteria for deciding which recommendations to follow.

Here is a list of the main measures recommended by the Council of Europe:

- Setting the maximum number of spectators in public viewing areas, arranging to limit their number with regard to the local situation and adopting necessary measures to prevent overcrowding (entry controls)
- Setting opening and closing hours and communicating them to the public
- Ensuring the presence of a sufficient number of qualified private security personnel at the site
- Ensuring that there are clear regulations for the use of the site and that visitors are aware of the consequences of breaking these regulations
- Ensuring that (potential) troublemakers are immediately removed from the site, especially when the supporters of different teams are mingled
- Considering the separation of supporters where desirable due to the actual situation or due to a history of mutual conflicts
- Indicating and announcing which items are prohibited, including pyrotechnics, firearms, knives or other dangerous or unacceptable objects, as well as objects that can be thrown, such as glass bottles, tin cans, or any similar restricted container
- Arranging for entrance checks by private security services with the aim of preventing infiltration or the introduction of prohibited items into the area
- Arranging for adequate fencing both outside and inside the public viewing areas, taking into account the need to prevent crushing
- Planning for emergencies, including setting the evacuation capacity and evacuation plan of the area (taking into consideration the number and size of the exit gates), routes for medical and fire brigade intervention
- Arranging for sufficient medical assistance
- Ensuring the installation of a public address

- system for informing spectators;
- Considering the use of a CCTV system within and around the area to give a better overview of the area and to improve crowd management;
- Providing hospitality facilities for spectators including catering and sufficient toilets;
- Ensuring that all seats and tables are secured to the ground;
- Preparing an alternative solution in the case of technical problems (e.g. a breakdown of the TV relay system).

Recommendation

Municipalities are recommended to follow the recommendation prepared by the Council of Europe for public viewing areas at large scale sports events. Organisers should be aware that public viewing areas are in many aspects similar to the “real” sport game. Risks are to be measured according to the nature of the event and police information.

Background information

Council of Europe
Recommendation Rec (2009) 1 of the Standing Committee on the use of public viewing areas at large scale sports events
http://www.coe.int/t/dg4/sport/resources/texts/Rec_2009_01_EN_public_viewing.pdf

X. Safety and security of large sport events: training scheme



➤ This chapter presents a scheme for the training of the various groups involved in the organisation of major sport events, but it is not meant to be a comprehensive training manual. Rather, it presents the major themes at stake, and points out the complexity of each issue, given the fact that each stakeholder plays a distinct role in the event. Indeed, each stakeholder is specialised in his or her own field, and has to perform specific tasks. Each also has specific education and training needs. Nevertheless, the various target groups need to be trained in a number of common topics that are relevant to the organisation of major sport events. Some topics are relevant for most target groups, and others concern only one or a small number of target groups. We have included here a list of recommended training topics. We also have included the preferred target groups, the objectives of the training in each of these topics, and a brief overview of the topic. Detailed training programmes can be prepared upon request, directly with Efus.

Training topics:

1. International recommendations on safety and security of sport events

Objectives:

To be aware of international best practices in the area of safety and security of sport events.

To know relevant sources of information.

To obtain an overview of the issues and associated risks.

Target groups:

Events coordination staff, municipality management and elected officials, sport clubs and associations, stadium management

Themes:

Various sources of information on sport events safety and security and sport events policing – where to find them, how to use them: Council of Europe documents: European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches, various recommendations of the Standing Committee of the European convention, documents from other bodies of the Council of Europe such as the Parliamentary Assembly and the Council of Local and Regional Authorities. EU documents on football policing. UEFA regulations and other documents.

2. Complexity of organising sports events, role of different stakeholders and their cooperation

Objectives:

To understand the complexity of the sport event in order to identify key stakeholders, their role and responsibility.

To assess possible risks connected with the event and mobilise adequate human and material resources.

To understand the opportunity to use the event for long term social and preventive purposes.

Target groups:

Events coordination staff, municipality management and elected officials, sport clubs and associations, commanding police officers – match commanders.

Themes:

Organisational, technical, economic and social dimensions of major sport events, which go far beyond the matches and the venue. The impact of sports events on neighbourhoods, youth groups and community life. Various stakeholders and their views and interests – sport clubs and associations, international sport associations (UEFA, FIFA where applicable), supporters and their clubs, local inhabitants, the police and other security services, the media, technical services of the municipality. Technical aspects of sport events regarding the stadium and the city. Statutory obligations, power and areas of competence of some of the main stakeholders (organisers, police). The importance of proper coordination and the administrative aspects of this coordination. The importance of leadership.

3. Sport supporters, their psychology and group dynamics

Objectives:

Understanding the nature of sports events and their attractiveness for spectators and supporters.

Understanding the behaviour and habits of supporters in order to assess the risks they pose to public order.

Target groups:

Events coordination staff, commanding police officers – match commanders, sport clubs and associations, stadium management, prevention and social services, technical staff of the city.

Themes:

Knowledge of sport supporters, their psychology, habits, and how they perceive different signals. Group dynamics. Supporters' organisations and their representatives, websites and fanzines. How to communicate with supporters and their organisations. History of local supporters clubs. Possible sources of information on history of incidents associated with supporters in the municipality.

4. Dynamic risk assessment and risk management

Objective:

Ability to understand the risks involved in the organisation of sport events and their changing nature.

Target groups:

Events coordination staff, commanding police officers – match commanders, stadium management.

Themes:

Different risks associated with sport events, interconnected safety and security risks, information and police intelligence needed for responsible risk assessment, sources of information, the dynamic character of risks, risk mitigation and management, “black swans” (unlikely critical events), difficult decisions.

5. European experience in sports events policing tactics (the 3D approach)

Objectives:

Understanding crowd dynamics and adopting appropriate decisions.

Obtain knowledge on proven and successful methods of football policing.

Target groups:

Commanding police officers – match commanders, stadium management.

Themes:

Understanding strategic, operational and tactical information. Sources of information. Gathering police intelligence. Information and intelligence assessment and decision making. Public order units and criminal investigation units. Use of “spotters” and visiting police delegations. Crowd psychology and crowd dynamics. Impact of police operations on crowd behaviour. Supporters interference with local citizens – conflicts or unity against police. Using the operational centre of the stadium. Documentation of incidents and CCTV systems at the stadium. Good practice experiences of policing recent football tournaments. Principles of police tactics such as “low profile Policing”, “3D approach”, “appropriate visibility, early intervention and low friction”, “friendly police”, “smiling police”, “graded” tactical approach. International police cooperation. Role of National Football Information Point (NFIP). EU documents on international police cooperation in policing football.

6. Prevention of spectator violence

Objectives:

To understand and use proven approaches and methods in long and short term prevention of sport-related violence and delinquency in general.

Target groups:

Sport clubs and associations, prevention and social services

Themes:

The philosophy and principles of the preventive approach to societal problems. Methods of preventive

work. Short and long term preventive measures. Fan-coaching – its principles, history and methods. Ethical aspects of preventive work, confidentiality and conflict of interests. Relation to law enforcement bodies.

7. The role of sport events in society and the community

Objective:

To understand the opportunity of using specific sport events and sport in general for long term social and prevention purposes.

Target groups:

Municipality management and elected officials, sport clubs and associations, prevention and social services.

Themes:

Philosophy and principles of the role of sport organisations in the community. The stadium in the community and the community in the stadium. “Open stadium” initiatives. Principles of social responsibility of organisations. Methods of engagement in community affairs.

8. Stewarding – principles, management and training

Objective:

To be able to fully use stewarding as an efficient tool for spectator care, ensuring a high level of safety and prevention of violent incidents.

Target group:

Stadium management

Themes:

Philosophy of sport stewarding. Main duties of stewards, their profile, their recruitment and training,

methods and limits of steward intervention. The role of stewards in emergency situations. Stewards management and coordination. Coordination of the work carried out by stewards with other safety and security bodies intervening in the stadium.

9. Emergency planning and management

Objective:

Ensure a high level of safety, security and well being of spectators.

Target group:

Stadium management

Themes:

The importance of the architecture of stadiums and of construction maintenance in emergency planning. Operational centres, CCTV and automatic entry monitoring systems. Coordination with security forces. Medical services during matches, deployment of medical and paramedical staff. Involvement of medical services in emergency planning and emergency management. Fire brigades during matches and their deployment. Involvement of fire brigades in emergency planning and emergency management. Evacuation of the stadium and testing, emergency exits, role of stewards in case of evacuation. Planning, cooperation, coordination and debriefing. Policing in emergency situations – emergency sources of energy (generators) for lighting and public announcement systems.

10. Spectator care

Objective:

To ensure a high level of spectator care in order to avoid frustration and enhance the festive nature of the event.

Target group:

Stadium management

Themes:

Access to the venue and security checks at gates, welcoming and accompanying spectators to their seats, stewarding, toilet facilities, proper catering, communication with spectators via public announcement systems, side events, pre-play and half-time entertainment, exits from the stadium, cleaning and maintenance of stadiums.

11. Communication**Objectives:**

Ensure mutual understanding, prevent misunderstandings and conflicts, solve critical situations, and involve various stakeholders.

Target groups:

Event coordination staff, municipality management and elected officials, commanding police officers – match commanders, stadium management, prevention and social services.

Themes:

The importance of a proper and timely communication. Principles of effective communication – timing, accuracy, proactive use of information. Identifying the various partners and stakeholders, setting communication plans. Methods and means of communication. Media strategy. Role and duties of press officer. Communication in emergency situations, ensuring “one voice” in emergency situations. Debriefing and feedback from communication

Large sport events - Training scheme

Function	Event coordination staff
Performance objectives	Coordination of all bodies involved in the organisation of the event, to ensure it runs smoothly, and is festive and safe.
Key skills	<ul style="list-style-type: none"> • Understand the complexity of the event and its short and long term social impact • Ability to identify key players and give them an appropriate role in the organisation of the event • Ability to work in a team in order to guarantee that the specific objectives of each group are met (i.e. successful match for the club, law and order for the police, entertainment for the public) • Communication, ensuring smooth information flows and efficient cooperation
Key knowledge	<ul style="list-style-type: none"> • Relevant legislation and international recommendations • Safety and security risks connected with sports events • Key stakeholders and their role in organising sports events • Social and preventive aspects of a sport event
Training topics	<ul style="list-style-type: none"> • International recommendations on the safety and security of sports events • The complexity of organising sports events, role of the various stakeholders and cooperation among them • Sport supporters, their psychology and group dynamics • Dynamic risk assessment and risk management • Communication

Function	Municipality management and elected officials
Performance objectives	Overall coordination and supervision of the sport event
Key skills	<ul style="list-style-type: none"> • Understanding the complexity of the event and its short and long term social impact • Ability to work in team in order to guarantee that the specific objectives of each group are met (i.e. successful match for the club, law and order for the police, entertainment for the public). • High level of communication with major stakeholders
Key knowledge	<ul style="list-style-type: none"> • Safety and security risks connected with sports events • Key stakeholders and their role in organising sports events • Social and preventive aspects of a sport event
Training topics	<ul style="list-style-type: none"> • International recommendations on safety and security of sports events • The complexity of organising a sport event, role of the various stakeholders and cooperation among them • The responsibilities of sports organisations towards society and the community • Communication

Function	Police commanding officers – match commanders
Performance objectives	Ensure public order and security of the sport event in the most cost-effective manner
Key skills	<ul style="list-style-type: none"> • Risk assessment • Information analysis and synthesis • Decision on event strategy and tactics • Coordination with various security forces and other organising agents • Communication with other stakeholders
Key knowledge	<ul style="list-style-type: none"> • Risks connected with organising sports events at different phases • Supporters behaviour and dynamics of supporters groups • Role of different agents in ensuring safety and security of sports events • Sources of relevant information and intelligence on the sport event • Successful methods of policing sports events
Training topics	<ul style="list-style-type: none"> • The complexity of organising a sport event, role of various stakeholders and cooperation among them • Communication • Sport supporters, their psychology and group dynamics • Dynamic risk assessment and risk management • European experience in sports events policing tactics (3 D approach)

Function	Sports clubs and associations
Performance objectives	Ensure the festive atmosphere of the event
Key skills	<ul style="list-style-type: none"> • Understand the complexity of the event and its long and short term social impact • Understand the social relevance of the sport event • Maintain a balance between the sports, economic, safety and security aspects of the event
Key knowledge	<ul style="list-style-type: none"> • Ability to assess the different phases of risks connected with organising a sport events • Key stakeholders and their role in organising a sport event • Social and preventive aspects of a sport event • Emergency planning and role of the various emergency agencies
Training topics	<ul style="list-style-type: none"> • International recommendations on safety and security of sport events • Sport supporters, their psychology and group dynamics • Prevention of spectator violence • The responsibilities of sports organisations towards society and the community

Function	Stadium Management
Performance objectives	Ensure event runs smoothly with a high level of safety and security in the stadium
Key skills	<ul style="list-style-type: none"> • Facility management • Spectator care • Risk management • Emergency management • Communication with and coordination of the various agents involved in safety and security at the stadium
Key knowledge	<ul style="list-style-type: none"> • Technical norms of safety and security in stadiums • Role of various agents in ensuring the safety and security of sports events • Crowd management including stewarding • Emergency planning and role of various emergency agencies
Training topics	<ul style="list-style-type: none"> • International recommendations on safety and security in stadiums • Dynamic risk assessment and risk management • Spectator care • Sport supporters, their psychology and group dynamics • Stewarding - principles, management and training • Emergency planning and management • Communication

Function	Prevention and social services
Performance objectives	Management of long term preventive activities Helping to prevent incidents during the events
Key skills	<ul style="list-style-type: none"> • Understand supporters' culture • Effective communication with supporters • Maintain a balance between the various objectives pursued (e.g. long term preventive aspect vs. short term security)
Key knowledge	<ul style="list-style-type: none"> • Key stakeholders and their role in organising sports events • Supporters behaviour and dynamics of supporters groups • Responsibilities of sports organisations towards society and the community • Methods of preventive work with sport supporters
Training topics	<ul style="list-style-type: none"> • Sport supporters, their psychology and group dynamics • Responsibilities of sports organisations • Prevention of spectator violence • Communication

Function	Technical staff of the City
Performance objectives	Ensuring the smooth functioning of city services
Key skills	<ul style="list-style-type: none"> • Understand the role of city services in ensuring a safe, secure and festive event • Estimation of the additional burden of the sport event for city services
Key knowledge	<ul style="list-style-type: none"> • Key stakeholders and their role in organising sports events • Supporters behaviour and dynamics of supporters groups
Training topics	<ul style="list-style-type: none"> • Complexity of organising sports events, role of the various stakeholders and cooperation among them • Sports supporters, their psychology and group dynamics – basic knowledge • Emergency planning and management

Relevant background information

Council of Europe

- Recommendation Rec (2003) 1 of the Standing Committee on the role of social and educational measures in the prevention of violence in sport and handbook on the prevention of violence in sport
- Recommendation Rec (2011) 1 of the Standing Committee on safety officer, supervisor and safety steward training
- Recommendation Rec (2010) 2 of the Standing Committee on hospitality principles when organising sports events
- European Convention on Spectator Violence and Misbehaviour at Sport Events and in particular at Football Matches (1985)
- Recommendation Rec (2009) 1 of the Standing Committee on the use of public viewing areas at large scale sports events
- Recommendation Rec (2008) 1 of the Standing Committee on the checklist of measures to be taken by the organisers of professional sporting events and by public authorities
- Recommendation Rec (2008) 3 of the Standing Committee on the use of pyrotechnical devices at sports events
- Resolution 172 (2004) on the role of local and regional authorities in preventing violence at sport events, in particular football Matches
- Recommendation on the identification and treatment of offenders and the exchange of intelligence at the European Football Championships (Euro 2000) (T-RV/99/3)

European Union

- EU Handbook: Council Resolution of 3 June 2010 concerning an update of the handbook with recommendations for international police cooperation and measures to prevent and control

violence and disturbances in connection with football matches with an international dimension, in which at least one Member State is involved

- Speech of Franco Frattini, European Commissioner responsible for Justice, Freedom and Security, closing intervention on violence in sport at the high level Conference “Towards an EU strategy against violence in sport”, Brussels, 29 November 2007
- National Football Information Points: Council decision of 25 April 2002 concerning security in connection with football matches with an international dimension

UEFA

- UEFA Stadium Infrastructure Regulations, 2010 edition
- UEFA Safety and Security Regulations, 2006 edition

European Forum for Urban Security (Efus)

- Saragossa Manifesto, Large events and prevention of sport violence, November 2006
- Naples Manifesto, November 2000
- Secucities Football network - Euro 2000: Cities against racism, December 2000
- *Organising safety and social sanitary prevention during large musical events*, December 2000
- *Un stade dans la ville, la ville dans le stade : de la coupe du monde 98 à l'Euro 2000*, February 2000

With Eurofan

- Quels supporters pour l'an 2000 ?, Liege International Conference, 1995
- Stades et supporters, de la violence à la prévention des dérives passionnelles, Liege International Seminar, 1997
- Euro 2000: Bilan des dispositifs de prévention,

Secrétariat permanent à la Politique de Prévention, 2001

- The Prevention of Violence in Football Stadiums in Europe, Liege European Conference, 2002
- Final Declaration of Eurofan Seminars in Berlin, Copenhague, Liege, Lisbon and Madrid, 2004 (http://www.eurofancoaching.eu/fichiers-2004/declaration_2004.htm)

Further reading

- Anastassia Tsoukala, *Football Hooliganism in Europe. Security and Civil Liberties in the Balance*, Palgrave Macmillan, 2009
- Clifford Stott, Otto Adang, Andrew Livingstone, Martina Schreiber, *Tackling Football Hooliganism - A Quantitative Study of Public Order, Policing and Crowd Psychology*, Psychology, Public Policy, and Law, 2008, Vol. 14, No. 2, 115-141
- Stephen Reicher, Clifford Stott, Patrick Cronin, Otto Adang, *An integrated approach to crowd psychology and public order policing*, Policing: An International Journal of Police Strategies and Management, Vol. 27 No. 4, 2004, pp. 558-572
- Dominique Bodin, Luc Robène, Stéphane Héas, *Sport and Violence in Europe*, Council of Europe, 2005
- Lord Harrington, report on hooliganism for the Minister of Sports, 1968, United Kingdom
- Jean-Charles Basson (dir), *Sport et ordre public*, 2001, La Documentation française, Paris
- Manuel Comeron, *The Prevention of Violence in Sport*, 2003, Council of Europe Publishing
- Manuel Comeron, *Violence dans les stades de football: supporters acteurs de la prévention?*, 2001, Cahiers de la sécurité Intérieure n°11, pp 144-149
- Steve Frosdick, Peter Marsh, *Football Hooliganism*, 2005, Cullompton, Willan Publishing
- Nicolas Hourcade, *La place des supporters dans le monde du football*, 2002, Revue Pouvoirs n° 101
- Patrick Laclemece, *Hooligans: un mutant? Effroi et saisine*, 2004, Cahiers de la sécurité intérieure, n°2, pp 25-37
- Patrick Mignon, *La passion du football*, 1998, Ed. Odile Jacob
- William Nuytens, *Le supporter de football et la règle: entre la faire et la défaire*, 2005, Déviance et Société (Ed. Médecine et Hygiène), volume 29/2, pp155-166
- Gunter Pilz, Sabine Behn, Andreas Klose, Victoria Schwenzer, *Wandlungen des Zuschauerverhaltens im Profifußball*, Bundesinstitut für Sportwissenschaft, 2006, Ed. Hofmann
- Silvester Stahl, *Selbstorganisation von Migranten im deutschen Vereinssport - Eine soziologische Annäherung*, 2011, Universitätsverlag Potsdam.
- Carles Vinas, *El mundo ultra: los radicales del fútbol español*, 2005, Ed. Temas de Hoy, Madrid